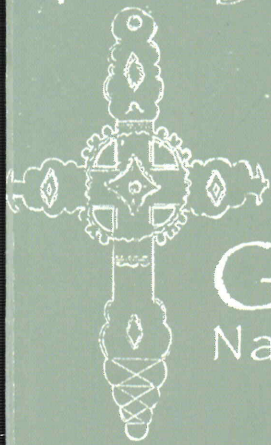


348 / 03041



GRAND PORTAGE

National Monument / Minnesota



PLEASE RETURN TO:
TECHNICAL INFORMATION CENTER
DENVER SERVICE CENTER
NATIONAL PARK SERVICE

Front cover: Wigemar Wasung by Eastman Johnson. Courtesy of the St. Louis County (MN) Historical Society.



Printed on Recycled Paper

FINAL GENERAL MANAGEMENT PLAN / ENVIRONMENTAL IMPACT STATEMENT
GRAND PORTAGE NATIONAL MONUMENT — COOK COUNTY, MINNESOTA
August 2003

This *Final General Management Plan / Environmental Impact Statement* describes a preferred alternative and four alternatives for managing and using Grand Portage National Monument. The plan is intended to provide a foundation to help management guide programs and set priorities. The alternative that is finally chosen as the plan will guide the management of Grand Portage National Monument over the next 15 to 20 years.

Alternative A, the “no-action” or status quo alternative provides a baseline for comparing the other “action” alternatives. No major changes would be made in resource management, visitor programs, or facilities beyond regular maintenance, and the current road system through the Monument would remain. There would be no changes in the partnership with the Grand Portage Band of Minnesota Chippewa or in the management of the Monument’s museum collections and archives.

The four action Alternatives, B through E, all would involve road realignment, restoring the landscape to a historic appearance, and developing a heritage center and other features to enhance visitor understanding of the fur trade story and the area’s maritime history. All the action alternatives propose preserving and interpreting the 20th century Ojibwe village site northeast of the stockade, and all would retain Fort Charlotte and the portage relatively unchanged.

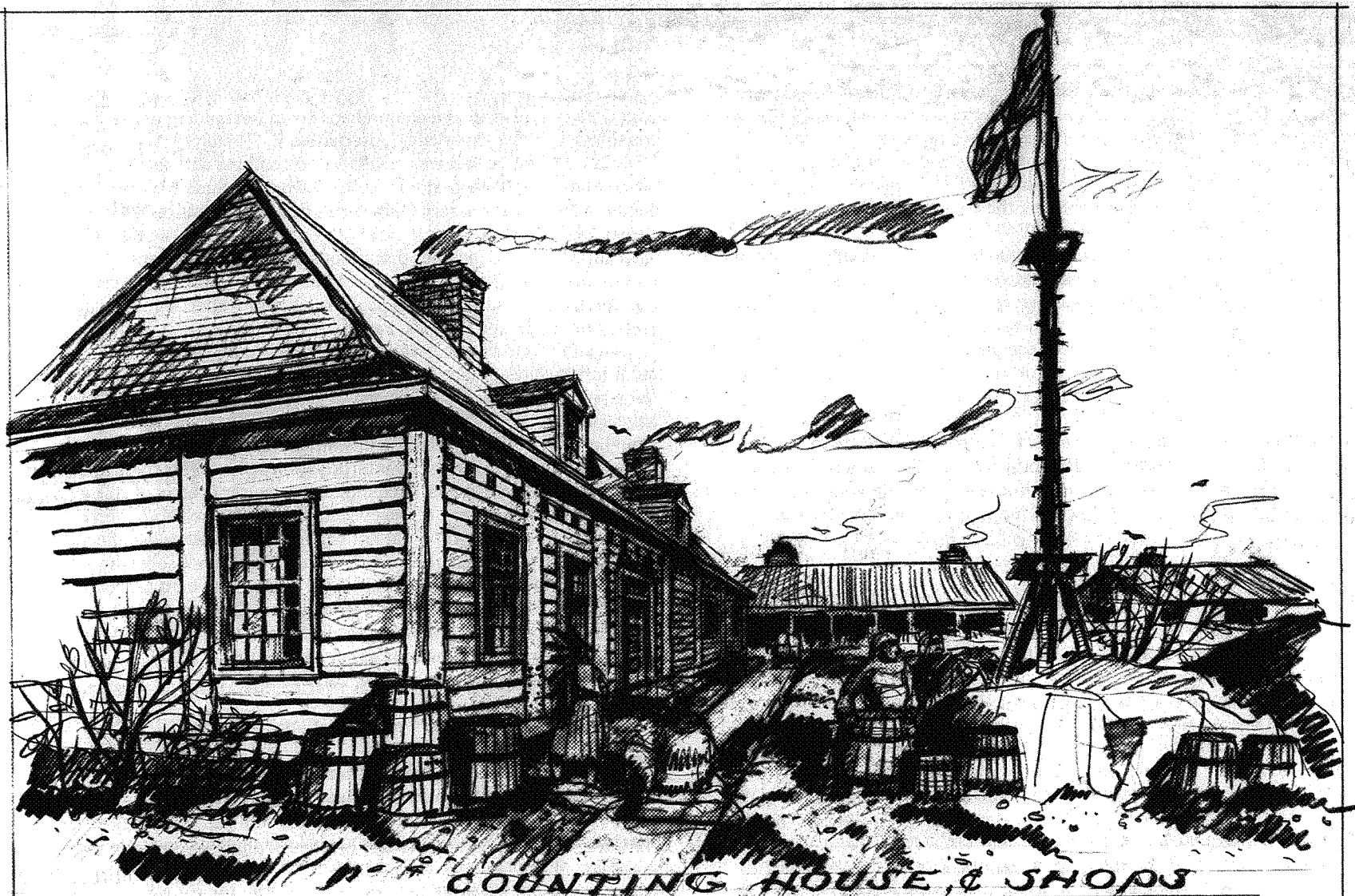
Alternative B, “Fur Trade with Maritime Emphasis,” would attempt to transport visitors back to the 1790s, with maritime transportation along the historic waterfront and additional interpretation of Lake Superior and connecting waterways. Visitors could learn about the maritime aspects of the fur trade, as well as about the Ojibwe culture and heritage. **Alternative C**, “Fur Trade and Ojibwe Heritage,” would offer a multifaceted visitor experience: several newly reconstructed structures and interpretive exhibits in the stockade (which would be open seven months per year), a combined heritage center / headquarters open year-round, and an Ojibwe Cultural Demonstration Shelter. Interpretation would encompass prehistoric, historic, and contemporary activities. All administrative/operations facilities would be removed from the national monument, as would County Road 17 (in two phases). Limited restoration of the historic scene would be carried out. In **Alternative D**, “Heritage Center Focus,” a large multifunctional heritage center would be built in which to offer a glimpse into the history of the Grand Portage and its inhabitants. Costumed interpreters, live demonstrations of Ojibwe crafts, films, interactive displays, and interpretive talks

would try to give visitors a comprehensive understanding of the site and personalize the visitor experience. **Alternative E**, “Preferred Alternative,” is a “hybrid” alternative that was developed to combine actions from the other alternatives to achieve desired results. It would include a year-round heritage center with a contemporary Ojibwe cultural demonstration area.

This document also includes discussions of the potential consequences of each alternative. Alternative A would not change the scene either by making it more like the historic landscape or by adversely affecting the remaining significant landscape features. Facilities for telling a comprehensive interpretive story would not be available. Alternative B would return the site to a more historically authentic appearance and substantially increase visitation, but it would continue a safety concern regarding County Road 17, would have a less comprehensive interpretive story than the other alternatives, and would entail a dramatic increase in staff and maintenance costs. Alternative C would offer a more balanced interpretation between fur trade and Ojibwe heritage, would give the national monument better control of collections, and would result in better use of the collections for research and interpretive exhibition. Alternative D would not change the landscape significantly, and the stockade would change relatively little. It would not solve the safety concern of visitors crossing County Road 17, and the heritage center would drain much of the interpretive excitement from the stockade. This document is on review for 60 days following publication of the Notice of Availability in the Federal Register. Comments are due by March 22, 2002. For questions about this document, contact

Superintendent, Grand Portage National Monument
315 South Broadway
P.O. Box 668, Grand Marais, Minnesota 55604-0668
or by e-mail: Tim_Cochrane@nps.gov

It is National Park Service practice to make comments, including names and addresses of respondents, available for public review. Individual respondents may request that we withhold their address from the record, which we will honor to the extent allowable by law. However, we will not consider anonymous comments. We will make all submissions from organizations or businesses, and from individuals identifying themselves as representative or officials of organizations or businesses, available for public inspection in their entirety.



COUNTING HOUSE, & SHOPS

GRAND PORTAGE
CONJECTURAL SKETCH
BY FRANK J. GERNER
OCTOBER 1971

OFFICE OF
HISTORIC ARCHITECTURE
WESTERN SERVICE CENTER
SAN FRANCISCO CALIFORNIA



DOCUMENT SUMMARY



The purposes of this *General Management Plan / Environmental Impact Statement* are to specify resource conditions and visitor experiences to be achieved in Grand Portage National Monument and to provide the basic foundation for decision-making regarding the management of the national monument. A plan is needed to provide broad direction for the future of the monument and to help managers make purposeful decisions based on a deliberate vision. When a final plan is approved, it will guide the management, development, and interpretation of Grand Portage National Monument for the next 15 to 20 years.

The National Park Service (NPS) has a unique relationship with the Grand Portage Band of Minnesota Chippewa resulting from the national monument's location in the middle of the Grand Portage Reservation. A member of the Band is a member of the planning team. In addition, an annual agreement between the National Park Service and the Grand Portage Band on a government-to-government basis gives the Grand Portage Band responsibility for the maintenance of the Grand Portage National Monument. The National Park Service views the public as an integral team member in establishing the desired resource and experience conditions that will guide the management of Grand Portage National Monument.

ALTERNATIVES

On the basis of public comments, and within the framework established by legislation and mandates, the planning team developed a no-action alternative and four additional alternatives that reflected the range of ideas proposed by the public.

The four action alternatives, B through E, all would involve road realignment, restoring the landscape to a historic appearance, developing a heritage center, and increasing

interpretation and staff to enhance visitor understanding of the fur trade story and the area's maritime history. All the action alternatives propose preserving and interpreting the 20th century Ojibwe village site northeast of the stockade, and all would retain Fort Charlotte and the portage relatively unchanged. All four action alternatives propose increased housing and maintenance facilities offsite.

All the action alternatives include provision for an Ojibwe cultural demonstration area, ranging from an area within the heritage center or within the stockade to a separate facility near the 20th century village site. This is an extension of the demonstration program already existing at the national monument and is in keeping with the spirit of the establishing legislation both as an "outlet for the production and sale of handicraft objects within the monument" and as a means of further understanding the Ojibwe heritage.

Alternative A: No Action

The no-action alternative describes what would happen to the national monument if present management practices were projected into the future. Grand Portage National Monument would be maintained as it has evolved thus far. The goal would be to preserve existing visitor experiences and activities and maintain the monument's natural, cultural, and scenic values. No major changes would be made in resource management, visitor programs, or facilities beyond regular maintenance, and the current road system through the monument would remain. There would be no changes in the partnership with the Grand Portage Band of Minnesota Chippewa or in the management of the monument's museum collections and archives.

The historic portage would remain as a fairly primitive trail surrounded by second-growth forest. No attempt would be

DOCUMENT SUMMARY

made to restore the forest along the trail corridor to more accurately depict its historic appearance. The Fort Charlotte campsites would be retained, and interpretation of a general nature would be available at a kiosk in that area. The stockade and surrounding area would be unchanged, but the National Park Service would try to make the site more accessible to visitors with disabilities without impacting site resources.

Alternative B: Fur Trade with Maritime Emphasis

Alternative B would use reconstructed historic buildings, a dock, a rehabilitated landscape, and an expanded interpretive program of new exhibits and living history activities to try to transport visitors back in time to the 1790s. Distinct from other alternatives, Alternative B would bring a strong maritime emphasis into interpretation, focusing on the monument's physical and historical relationship with Lake Superior.

The lower part of the portage trail would be restored to its historic appearance. That restored part of the trail would be designed to offer visitors with disabilities or time constraints a small example of what the portage was like. The Fort Charlotte campsites would be retained to offer a primitive camping experience. Archeological resources would be protected. The Mount Rose trail would become a loop trail with an extension to the new heritage center.

The Monument's headquarters would be built on Grand Portage Band land, separate from the heritage center. Museum collections would be stored at the headquarters facility. Additional structures would be reconstructed to help visitors visualize the variety, scale, and number of structures in the historic stockade. With the stockade open to the public for seven months and a new onsite heritage center open all year, visitors could learn about the maritime aspects of the fur trade, as well as about the Ojibwe culture and heritage. The maritime

relationship would be illustrated by replicas of small historic watercraft and exhibits at the heritage center. Interpretation would cover Lake Superior and connecting waterways, the maritime aspects of the fur trade, and programs on canoe construction.

Alternative C: Fur Trade and Ojibwe Heritage

Alternative C would offer a multifaceted visitor experience: several newly reconstructed structures and interpretive exhibits in the stockade (which would be open seven months per year), a combined heritage center / headquarters open year-round, and an Ojibwe Cultural Demonstration Shelter. Interpretation would encompass prehistoric, historic, and contemporary activities. All administrative/operations facilities would be removed from the national monument, as would County Road 17 (in two phases). Limited restoration of the historic scene would be carried out.

The Fort Charlotte campsites would be upgraded to offer a primitive camping experience, but no new campsites would be added. The Mount Rose trail would be maintained in its present condition. The lower part of the portage trail, which would be restored to its historic appearance, would become a portion of a loop trail to the 20th century Ojibwe village site. Interpretive media would be increased to explain the portage to hikers along the lower portage. Archeological resources would be protected.

Alternative D: Heritage Center Focus

In Alternative D, a large multifunctional Fur Trade Heritage Center would be built on land leased from the Grand Portage Band. The center would offer a glimpse into the history of the Grand Portage and its inhabitants. Costumed interpreters, live

demonstrations of Ojibwe crafts, films, interactive displays, and interpretive talks would try to give visitors a comprehensive understanding of the site and personalize the visitor experience. All maintenance and operations facilities would be removed from the national monument, except that a small parking area for visitors to the stockade would remain.

The Fort Charlotte campsites would be retained to offer a primitive camping experience. The Mount Rose trail would be maintained in its present condition. The lower part of the portage trail, which would be restored to its historic appearance, would become a portion of a loop trail to the 20th century Ojibwe village site. Interpretive media would be increased to explain the portage to hikers along the lower portage.

The site of the late 19th and early 20th century Grand Portage village would continue to function as a picnic area and open space. Interpretive programs and cultural demonstrations would be offered at the heritage center, along with information about commercial and subsistence fishing, canoe building and paddling programs, and historic small boats such as bateaux and mackinaw boats.

Alternative E: Preferred Alternative

Alternative E is a "hybrid" alternative that was developed to combine actions from the other alternatives to achieve desired results. In an effort to integrate the national monument into the community, the National Park Service and the Grand Portage Band would develop a "gateway" to the community of Grand Portage at the intersection of MN 61 and County Road 17. This landscaped, redesigned intersection would welcome visitors to the community of Grand Portage, the national monument, and the Grand Portage Casino.

A new year-round heritage center would be built to introduce visitors to the national monument and to take modern functions out of the stockade. An Ojibwe cultural demonstration area in the heritage center would help to explain the rich and long-term story of the Ojibwe heritage, including contemporary heritage activities. Three new structures would be reconstructed in the stockade area, and all other known structures would be outlined on the ground to help NPS interpreters tell a more exciting and comprehensive story. A headquarters facility would be provided for in Grand Portage in proximity to the heritage center.

The Fort Charlotte campsites would be upgraded, but no new campsites would be added. The Mount Rose trail would become a loop trail connecting to the new heritage center. The portage trail, which also would become a portion of a loop trail connecting with the stockade and the 20th century Ojibwe village site, would be restored to a semblance of its historic appearance.

ENVIRONMENTAL CONSEQUENCES

The planning team evaluated the consequences that would result from each of the alternatives.

Impacts of Alternative A: No Action

Alternative A would allow several contemporary intrusions to remain on the portage. The trail is intersected by a busy county roadway, and the housing area and maintenance buildings sit upon the historic southern terminus. These intrusions would give visitors an inaccurate representation of the historic portage.

DOCUMENT SUMMARY

The mixed use at the stockade and the numerous nonhistoric features would continue to make accurate interpretation difficult. Modern intrusions would continue to mar the historic scene and ambience. Visitors would not be able to transition from modern times to the historic fur trade era. The staff would not be able to give visitors a comprehensive understanding of the Monument's historic landscape. There would be little interpretation of contemporary Ojibwe culture, and visitors would have little opportunity to understand the continuum of Ojibwe culture and heritage.

Currently there is no comprehensive plan or program in place to preserve archeological sites. In the absence of a comprehensive survey, research, and preservation program, the slow degradation of many of the Monument's archeological resources would continue.

Impacts of Alternative B: Fur Trade with Maritime Emphasis

Under Alternative B, the integrity of the stockade landscape would be enhanced by shifting the main entrance to the more historically accurate lake gate. Visitors would be "transported in time" back to the 1790s, with maritime transportation along the historic waterfront and additional interpretation of Lake Superior and connecting waterways. Visitors also could learn about the maritime aspects of the fur trade, as well as about the Ojibwe culture and heritage.

The upper portions of the portage trail would continue to possess a high degree of integrity. Removing the roads, housing area, and maintenance buildings at the lower portion and rehabilitating the trail would enhance the historic setting. Improved access and the resultant increase in visitation could lead to increased wear and tear on resources, but the level of

integrity and the quality of the visitor experience would improve.

Realigning the road and constructing the heritage center could affect three state-listed plant species found near the site of these activities. These projects might involve large amounts of blasting and excavation to remove a large rock lobe on which the listed plants occur. Changes in the shading and moisture retention of the site could also affect the plants. Planting a buffer strip of trees would help to mitigate this effect.

Impacts of Alternative C: Fur Trade and Ojibwe Heritage

Alternative C would offer a more balanced interpretation between fur trade and Ojibwe heritage, would give the national monument better control of collections, and would result in better use of the collections for research and interpretive exhibition.

As in Alternative B, the upper parts of the portage trail would continue to possess a high degree of integrity under Alternative C, and removing the housing area and maintenance buildings and rehabilitating the trail would enhance the historic setting. Shifting the main visitor entrance to the stockade from the north to the more historically accurate lake gate and installing a more historically accurate footbridge over Grand Portage Creek would enhance the integrity of the stockade landscape. Changes in vegetation would help transport visitors back to the time of the fur trade. With less reconstruction than Alternative B, Alternative C would cause less ground disturbance.

More comprehensive interpretation would be possible than in Alternatives A and B, including the fur trade and historic and contemporary Ojibwe culture. This alternative would best respond to the Monument's mandate to recognize and support the Ojibwe heritage. Keeping the heritage center open year-

round would enable more visitors, even winter visitors, to learn about the Monument.

Impacts of Alternative D: Heritage Center Focus

Alternative D would not change the landscape significantly, and the stockade would change relatively little. The upper parts of the portage trail would continue to have a high degree of integrity, and removing the housing and maintenance buildings and rehabilitating the trail would enhance the historic setting. Connecting the portage trail to an overall interpretive trail would give more visitors access to the portage and the community. Outlining missing stockade structures would lend a sense of the character of the stockade during the fur trade era and would not damage any subsurface remains of the original structures.

The heritage center, open year-round, would present orientation and in-depth interpretation of the fur trade story and the Ojibwe culture and history, along with Ojibwe cultural demonstrations. This would enable visitors to learn the full story of Grand Portage from its earliest occupation through the present. Alternative D would have fewer impacts on soils than the other action alternatives.

Impacts of Alternative E: Preferred Alternative

Alternative E would offer the most interpretation of any of the alternatives and an optimum balance between interpretation of the fur trade and the Ojibwe heritage and culture. The overall quality of the visitor experience would be improved, and opportunities for partnerships would increase.

As in the other action alternatives, the upper parts of the portage trail would continue to have a high degree of integrity,

and removing the housing and maintenance buildings and rehabilitating the trail would enhance the historic setting. Active maintenance of the 20th century village landscape features would allow them to exist in perpetuity.

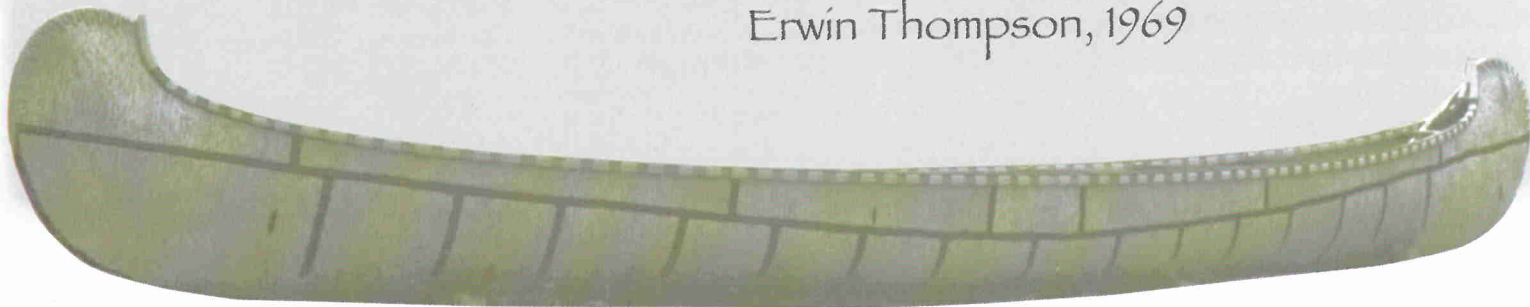
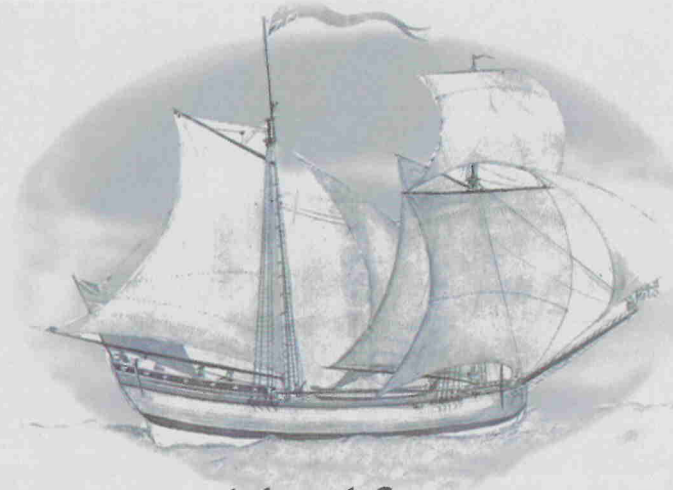
Connecting the portage trail to an overall interpretive trail would improve access to the portage and the community. More visitors would cause increased wear and tear on trails and vegetation and potential damage to archeological resources.

Visitors would be better able to immerse themselves in the 18th century experience with all the structures in the stockade furnished as they were during the height of the fur trade and interpreters dressed in period clothing. Adding three more reconstructed, historically furnished structures and outlining the missing stockade structures would give visitors a better impression of the stockade during its heyday and life during the fur trade period. Demonstrations of crafts and cultural practices in the Ojibwe cultural demonstration area in the heritage center would enable visitors to understand the continuum of Ojibwe culture.

Constructing the heritage center and eventually the monument headquarters at the heritage center site could affect three state-listed plant species found near the site of these activities. These projects might involve large amounts of blasting, which could cause cliff faces to crumble or the scree slopes to slide. Mitigative measures to minimize ground vibration and air blast would reduce the chances of rock slides or fly rock impacting a listed plant. The proposed heritage center parking lot could change the shading and moisture retention of adjacent sites with listed plants. Planting a buffer strip of trees would reduce changes in shading to minimize these impacts.

Adventure,
economics,
and geography
came to focus on
one small place;
and the explosion opened half a continent.

Erwin Thompson, 1969





A BRIEF DESCRIPTION OF THE NATIONAL MONUMENT

The Grand Portage, in the north woods of Minnesota, was an important setting for the activities of the northern fur trade, a dynamic enterprise that forged diverse relationships between American Indian and non-Indian peoples as early as the 17th century.

The *Grand Portage* ("Great Carrying Place"), a roughly 9-mile trail on the northwestern periphery of the Great Lakes–St. Lawrence River drainage in the middle of North America, connected the lakeshore with Fort Charlotte, an embarkation point for voyageurs heading west and a gathering point for furs going east. The portage was the most direct route from the Great Lakes into the Canadian interior. Several falls and cataracts blocked use of the Pigeon River by the voyageurs so that a portage was needed, hence the name "Grand Portage."

French and later British traders entered the Great Lakes–Northwest trade by traveling west from Montreal. Having learned to use birch bark canoes, they moved into the mid-continent along an established inland network of Indian canoe routes. Building on entrenched Indian exchange practices and catering to Indian preferences, traders bartered imported European goods and commodities for Indian furs, provisions, and services. This ultimately led to an intercultural exchange of languages, ideas, technologies, diseases, and genes. It also promoted commercial, political, and marital alliances.

When business grew more complex and the frontiers of exchange expanded westward, certain places gained distinction as corridors of commerce that played strategic roles in the flow of workers, provisions, merchandise, and information. Grand Portage became such a place in the 18th century, emerging in mid-century as a headquarters for local trade and a trans-

shipment center linking markets and transportation lanes in the east with branching trade routes and scattered trade districts to the northwest. Between 1731 and 1804, thousands of men shuttled tons of supplies and furs over the portage and in and out of warehouses at either end of the woodland trail.

During the British regime after 1760, the portage became a general rendezvous and a beehive of activity during summers, but in winters the comparatively quiet outposts were staffed by skeleton crews that engaged in local trading. At the height of the trade, around 1800, Grand Portage was the western headquarters of the North West Company and the rival XY Company, two of the largest commercial establishments in North America.

When the North West Company and the XY Company moved their operations north to Kaministiquia (later Fort William, Ontario) at the beginning of the 19th century, Grand Portage became remote to the main channels of trade and communication and less important to the outside world. The boundary between Canada and the United States between Lake Superior and Lake of the Woods was not firmly established until the Webster-Ashburton Treaty of 1842. Under the terms of that treaty, the Grand Portage clearly became United States property; however, the use of the trail was to remain free and open to citizens of both the United States and Great Britain.

The historic portage is the reason for Grand Portage National Monument, which is bordered on the north and south by the Grand Portage Indian Reservation, on the east by Lake Superior, and on the west by the Pigeon River and Canada. It lies within both the Grand Portage Indian Reservation and the unincorporated community of Grand Portage. The community

A BRIEF DESCRIPTION OF THE NATIONAL MONUMENT

is the headquarters of the Grand Portage Band of Minnesota Chippewa (Ojibwe). The nearest incorporated communities are Grand Marais, about 35 miles southwest, and Thunder Bay, Ontario, about 45 miles northeast.

The national monument consists of two “districts,” which are connected by the historic Grand Portage. The eastern, or lake-shore, district consists of the major visitor attraction with a reconstructed stockade, a great hall, a kitchen, and a canoe warehouse. It is here that the bulk of interpretation occurs.

The western, or Fort Charlotte, district, is named for the historic Fort Charlotte, which today is a camping area with primitive campsites, a point of debarkation for modern canoe travelers leaving the boundary waters to the west, and a destination for hikers following in the footsteps of the voyageurs from the lakeshore. A stone monument marks the location of Fort Charlotte.

Visitors to Grand Portage National Monument can glimpse the late 18th century fur trade, see Ojibwe arts and crafts and learn about the Ojibwe culture, or simply enjoy fall’s changing colors in this quiet forest setting. Grand Portage is also the “end of the trail” for many visitors coming by canoe from the Boundary Waters Canoe Area. The portage trail can give travelers real insights into the experiences of the voyageurs.

Much of the above material was drawn from a draft National Register form written by Douglas Birk.

There are a number of “fur trade sites” besides Grand Portage National Monument in the national park system. However, Grand Portage is the earliest site among these (Fort Vancouver National Historic Site, Washington; Fort Union Trading Post National Historic Site, North Dakota; Bent’s Old Fort National Historic Site, Colorado; Sitka National Historical Park, Alaska). Grand Portage is the only site concerned with

the French and subsequent British colonial period. It also is the fur trade site most involved in western exploration (Mackenzie’s voyages to the Arctic and Pacific Oceans even before the Lewis and Clark expedition) and subsequently its role in the establishment of an international border.

Grand Portage is significant because it is a fur trade site whose history is integrally related to Native Americans in the past and present. For example, Grand Portage is within the Grand Portage Indian Reservation, and the ancestors of contemporary Reservation residents traded with the North West Company 200 years ago or more. Grand Portage is unique among “fur trade sites” in the national park system because its story is one of a pioneering, multinational business that exerted powerful political influence — the North West Company.

The primary interpretive focus of the nearby Voyageurs National Park is on natural resources, and the park does comparatively little interpretation of the fur trade or the Ojibwe heritage. The site most closely connected by story to Grand Portage is its sister site in Thunder Bay, Ontario, Old Fort William, operated by the Province of Ontario. Historically, Fort William was the successor depot and summer headquarters for the North West Company after it moved from Grand Portage in 1803 and represents a later period in fur trade history. Old Fort William dwarfs Grand Portage with its 42 reconstructed buildings, its working farm, and the scale of its first person living history programs. However, Old Fort William was not reconstructed on its original location and does not, today, have such an intimate relationship with Native Americans as does Grand Portage. Contemporary budget concerns have redirected some of Old Fort William’s interests toward revenue-producing activities such as banquets and nonhistoric special events.

CONTENTS

INTRODUCTION

Purpose of and Need for the Action.....	1
Purpose of the General Management Plan	1
Need for the General Management Plan	2
Monument Significance.....	4
Monument Purpose	4
Mission Statement and Mission Goals	4
Servicewide Mandates and Policies	5
Special Mandates and Administrative Commitments.....	6

PRIMARY INTERPRETIVE THEMES

PLANNING OPPORTUNITIES AND ISSUES

Partnerships.....	11
Decision Points.....	12

IMPACT TOPICS — RESOURCES AND VALUES AT STAKE IN THE PLANNING PROCESS

Cultural Resources.....	15
Archeology and History	15
Sacred Sites.....	16
Natural Resources	16
Soils.....	16
Air Quality.....	16
Water Quality and Aquatic Species.....	16
General Vegetation and Fuel Loading.....	16
Threatened or Endangered Species or Species of Concern — Plants.....	16
Visitor Experience and Interpretation	16
Population, Economy, and Land Use.....	16
Local and Regional Transportation.....	17

IMPACT TOPICS DISMISSED FROM FURTHER CONSIDERATION

Environmental Justice	21
Indian Trust Resources.....	21
Public Health and Safety.....	22
Energy Consumption	22
Geology and Topography	22

Prime and Unique Agricultural Lands.....	22
Water Quality and Timing.....	22
Coastal Zone Management	22
Floodplains	22
Wetlands	23
Exotic Vegetation and Noxious Weeds.....	23
General Wildlife.....	23
Threatened or Endangered Species or Species of Concern — Wildlife.....	24

ALTERNATIVES

Potential Management Prescriptions.....	27
Primitive Trail Zone	29
Recreation Zone	30
Resources Trust Zone.....	30
Maintenance / Park Operations Zone.....	30
Visitor Services and Development Zone.....	31
Interpretive Historic Zone	31
Nonpark Areas.....	32
Public Input and the Development Alternatives	32
Alternative A: No Action	32
Concept	32
Primitive Trail Zone	33
Recreation Zone	33
Resources Trust Zone.....	36
Maintenance / Park Operations Zone.....	36
Visitor Services and Development Zone.....	36
Interpretive Historic Zone	37
Cost	37
Alternative B: Fur Trade with Maritime Emphasis	37
Concept	37
Primitive Trail Zone	38
Recreation Zone	39
Resources Trust Zone.....	39
Maintenance / Park Operations Zone.....	39
Visitor Services and Development Zone.....	42

CONTENTS

Interpretive Historic Zone.....	42
Cost	43
Alternative C: Fur Trade and Ojibwe Heritage.....	44
Concept	44
Primitive Trail Zone.....	44
Recreation Zone.....	45
Resources Trust Zone.....	45
Maintenance / Park Operations Zone.....	45
Visitor Services and Development Zone.....	48
Interpretive Historic Zone.....	48
Cost	50
Alternative D: Heritage Center Focus	50
Concept	50
Primitive Trail Zone.....	51
Recreation Zone.....	51
Resources Trust Zone.....	51
Maintenance / Park Operations Zone.....	51
Visitor Services and Development Zone.....	54
Interpretive Historic Zone.....	54
Cost	55
Alternative E: Preferred Alternative.....	55
Concept	55
Primitive Trail Zone.....	56
Recreation Zone.....	56
Resources Trust Zone.....	56
Maintenance / Park Operations Zone.....	57
Visitor Services and Development Zone.....	57
Interpretive Historic Zone.....	61
Cost	62
Environmentally Preferable Alternative.....	62
Determining the NPS Preferred Alternative	64
Mitigation.....	65
Actions Considered but Not Addressed in This Plan	66
Fee Collection	66
Alternative Access to Fort Charlotte.....	66
Reconstructing Fort Charlotte	67
Snowmobile/ATV Access	67
RATIONALE FOR THE GRAND PORTAGE	
HERITAGE CENTER	68

FUTURE GRAND PORTAGE RECONSTRUCTIONS	
AND NPS POLICY	75
AFFECTED ENVIRONMENT	
Cultural Resources	77
Cultural Landscape.....	77
Archeology and History.....	77
Sacred Sites	78
Local and Regional Transportation	78
Population, Economy, and Land Use.....	79
Population.....	79
Land Use	79
Employment.....	80
Effect of the Monument on the Local Economy	80
Visitor Experience and Interpretation	81
Natural Resources	82
Soils.....	82
Air Quality	83
Water Quality and Aquatic Species.....	84
General Vegetation.....	85
Threatened or Endangered Species or	
Species of Concern — Plants	86
ENVIRONMENTAL CONSEQUENCES OF THE ALTERNATIVES	
Methodology.....	89
Intensity	89
Duration.....	90
Cumulative Impacts.....	90
Mitigation.....	92
Impairment of National Monument Resources.....	92
Soil Analysis Assumptions	93
Impacts of Alternative A: No Action	94
Cultural Landscape.....	94
Archeology and History.....	94
Sacred Sites	95
Local and Regional Transportation.....	96
Population, Economy, and Land Use.....	96
Visitor Experience and Interpretation.....	96
Soils.....	97
Air Quality	98
Water Quality and Aquatic Species.....	98
General Vegetation and Fuel Loading	99

Threatened or Endangered Species or Species of Concern — Plants	100
Impacts of Alternative B: Fur Trade with Maritime Emphasis ..	100
Cultural Landscape	100
Archeology and History	101
Sacred Sites	102
Local and Regional Transportation	102
Population, Economy, and Land Use	103
Visitor Experience and Interpretation	104
Soils	105
Air Quality	105
Water Quality and Aquatic Species	106
General Vegetation and Fuel Loading	108
Threatened or Endangered Species or Species of Concern — Plants	109
Impacts of Alternative C: Fur Trade and Ojibwe Heritage	110
Cultural Landscape	110
Archeology and History	111
Sacred Sites	113
Local and Regional Transportation	113
Population, Economy, and Land Use	114
Visitor Experience and Interpretation	115
Soils	117
Air Quality	117
Water Quality and Aquatic Species	118
General Vegetation and Fuel Loading	119
Threatened or Endangered Species or Species of Concern — Plants	120
Impacts of Alternative D: Heritage Center Focus	120
Cultural Landscape	120
Archeology and History	122
Sacred Sites	123
Local and Regional Transportation	123
Population, Economy, and Land Use	124
Visitor Experience and Interpretation	125
Soils	126

Air Quality	127
Water Quality and Aquatic Species	127
General Vegetation and Fuel Loading	128
Threatened or Endangered Species or Species of Concern — Plants	128
Impacts of Alternative E: Preferred Alternative	129
Cultural Landscape	129
Archeology and History	130
Sacred Sites	131
Local and Regional Transportation	132
Population, Economy, and Land Use	133
Visitor Experience and Interpretation	134
Soils	135
Air Quality	136
Water Quality and Aquatic Species	136
General Vegetation and Fuel Loading	137
Threatened or Endangered Species or Species of Concern — Plants	138
CONSULTATION AND COORDINATION	
Summary of Public Involvement	141
Public Officials, Agencies, and Organizations to Which Copies of the Final Plan Were Sent	143
Responses to Comments	147
APPENDIXES	
Appendix A: Servicewide Mandates and Policies	159
Appendix B: Legislation	164
Appendix C: Costs	167
Appendix D: Cultural Resources	169
Appendix E: Act of September 2, 1958	179
Appendix F: Implementation Plans	181
BIBLIOGRAPHY	183
PREPARERS OF DOCUMENT	185

CONTENTS

MAPS

Vicinity	3
Alternative A: Management Prescriptions (Zones)	34
Alternative A: No Action, Existing Conditions / No Action	35
Alternative B: Management Prescriptions (Zones)	40
Alternative B: Fur Trade with Maritime Emphasis	41
Alternative C: Management Prescriptions (Zones)	46
Alternative C: Fur Trade and Ojibwe Heritage	47
Alternative D: Management Prescriptions (Zones)	52
Alternative D: Heritage Center Focus	53
Alternative E: Management Prescriptions (Zones)	58
Alternative E: Preferred Alternative	59
Alternatives A through E, Fort Charlotte	60

Tables

Table 1: Impact Summary.....	18
Table 2: Potential Management Prescriptions	28
Table 3: Estimated Zone Acreages for Each Alternative	29
Table 4: Comparison of Alternatives.....	70
Table 5: Documented Species Occurring in the Monument.....	87

FRANK S. GERNER DRAWINGS

Counting House and Shops.....	ii
Kitchen to Great Hall, October 1971	8
The Bourgeois House, October 1971	10
Reconstruction of the Great Hall, October 1971	26
Ware Houses	140

It is indispensably
necessary that the
Grand Portage
be thrown into our hands, or...
that it be considered an open highway...
Without this, even the part of the North West
still within our limits would become useless.

Memorial of Montreal Merchants Respecting Trade, 1792*

* Carolyn Gilman, The Grand Portage Story, 1990:75





INTRODUCTION

PURPOSE OF AND NEED FOR THE ACTION

Purpose of the *General Management Plan*

Grand Portage National Monument was established on September 2, 1958 (72 Stat. 1751) as a unit of the National Park Service "... for the purpose of preserving an area containing unique historical values ... " Previously, the monument had been designated a national historic site on September 15, 1951.

This plan is the basic document for the management of Grand Portage National Monument. It will guide the management, development, and interpretation of the national monument for the next 15 to 20 years. The purposes of this *General Management Plan* are twofold:

- to specify resource conditions and visitor experiences to be achieved
- to provide the basic foundation for decision-making regarding the management of the national monument

As part of this plan, an environmental impact statement has been prepared according to the National Environmental Policy Act of 1969 (NEPA) and regulations of the Council on Environmental Quality (40 CFR 1500-1508). The environmental impact statement assesses the impacts that potential actions may have on resources in the affected environment.

This *General Management Plan* represents an agreement between the National Park Service (NPS) and the public, describing how Grand Portage National Monument will be used and managed. As such, it is intended to

- confirm the significance of Grand Portage National Monument
- establish the goals of the National Park Service and the public with regard to visitor experience, natural resources, and cultural resources
- outline the future types of resource management activities, visitor activities, and development that will be appropriate in the national monument to meet the established goals
- help National Park Service staff determine whether actions proposed by the National Park Service or by others are consistent with the stated goals
- serve as the basis for shorter-term management documents such as five-year strategic plans, annual performance plans, and implementation plans

Some of the future visitor experience, natural resource, and cultural resource conditions at Grand Portage National Monument are specified by law or policy (see appendix A, "Service-wide Mandates and Policies"). Others are open to debate and must be determined through planning. This *General Management Plan* addresses the resource and experience conditions that are not mandated by law and policy.

The National Park Service has a unique relationship with the Grand Portage Band resulting from the national monument's location in the middle of the Grand Portage Reservation. Actions of either entity could adversely affect the other. To ensure that this does not occur, the planning team has a full team member from the Grand Portage Band who provides the Band's perspective on the alternatives. In addition, the na-

INTRODUCTION

tional monument has an annual agreement with the Grand Portage Band under the Indian Self-Governance Act. The agreement gives the Grand Portage Band responsibility for the maintenance of the Grand Portage National Monument. This yearly agreement requires close cooperation on a government-to-government basis.

The National Park Service views the public as an integral team member in establishing the desired resource and experience conditions that will guide the management of Grand Portage National Monument. Measures taken by the National Park Service to include the public as a partner in general management planning for the national monument include the following:

The National Park Service solicited formal and informal public participation in the planning process and has incorporated suggestions from the public into the proposed management alternatives. This is described in the "Consultation and Coordination," and "History of Public Involvement" sections of this document.

The environmental impact statement part of this document evaluates the effects of the alternatives on the impact topics identified as important by the public during scoping. ("Scoping" is the initial public contact designed to elicit concerns, ideas, and suggestions for the management and development of a unit of the national park system (see the "History of Public Involvement" section).

This *Final General Management Plan* reflects the public's comments on the draft plan. Not all of the public's suggestions or comments were incorporated, but all were carefully considered. Several changes reflected in this final plan resulted from comments received at public meetings or in formal written statements. Compelling comments resulted in the decisions not to remove the

existing dock and to incorporate the Ojibwe cultural demonstration area into the heritage center.

This plan proposes several specific actions while leaving others more general. The plan does not describe how particular programs or projects would be ranked or implemented. Those decisions will be addressed during the more detailed planning associated with strategic plans, annual performance plans, and implementation plans. All those plans will derive from the goals, future conditions, and appropriate types of activities established in this *General Management Plan*.

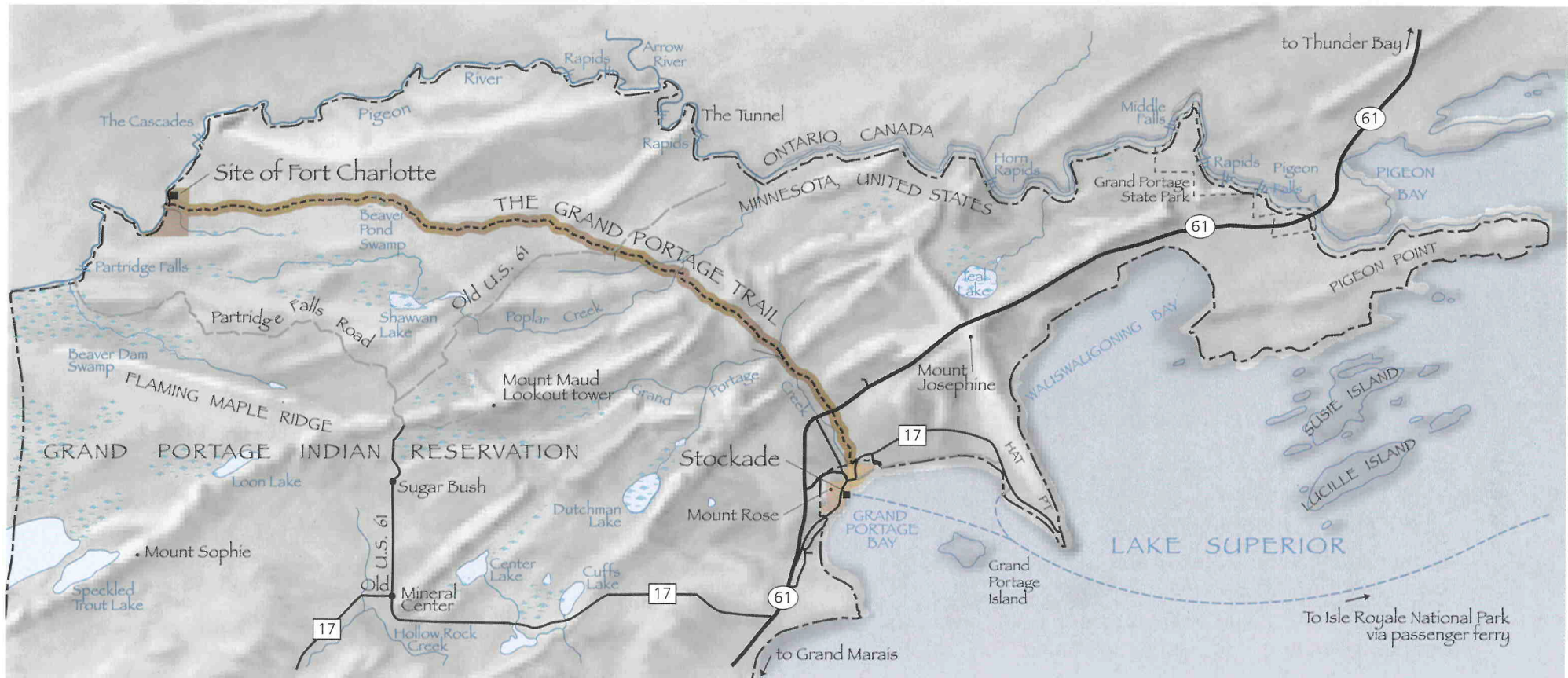
Need for the General Management Plan

The last comprehensive management plan for Grand Portage National Monument, a master plan, was approved in 1973 and contained no accompanying environmental analysis document. After 27 years, many of the facilities and conditions that existed then have changed, and their management has become more complicated. Many of the concepts in that plan were never implemented and are no longer desirable.

Without an effective overall plan, decisions for the national monument have been made over the years in a piecemeal fashion and without the benefit of public involvement. This *General Management Plan*, which provides broad direction for the future of Grand Portage National Monument, is needed to help managers make purposeful decisions based on a deliberate vision.

General management planning is needed to

- clarify the minimum levels of resource protection and public use that must be achieved for the national monument, based on the Monument-specific purpose and significance plus the body of laws and policies directing management



- Grand Portage National Monument
- Unpaved road
- Grand Portage Band of Minnesota Chippewa Indian Reservation



0 1 2 Kilometers
0 1 2 Miles

VICINITY
Grand Portage National Monument
 United States Department of the Interior / National Park Service
 DSC / Feb 01 / 398 / 20,017

INTRODUCTION

- determine the best mix of resource protection and visitor experiences beyond what is prescribed by law and policy based on the monument-specific purpose and significance plus the body of laws and policies directing the management of the national monument
- define the national monument's purpose
- understand the range of public expectations and concerns
- identify what resources are found in the national monument
- evaluate the effects of alternative management plans on existing natural, cultural, and social conditions
- estimate the long-term economic costs

This plan is needed to establish the degree to which the national monument should be managed to

- provide visitor services and facilities that do not impact natural, cultural, or ethnographic resources (including contemporary Ojibwe resources)
- accommodate administrative and support services and facilities without impacting resources
- restore the natural and cultural resources to the late 18th century to enhance the visitor experience
- partner with other entities to meet common needs while continuing to fulfill the NPS mission

MONUMENT SIGNIFICANCE

Grand Portage National Monument is of international significance as the central hub of a once flourishing fur trade. Here the bold economic strategy and exploration by the North West Company voyageurs, traders, and Indians opened up a trans-continental trade route arising from Indian knowledge. Grand Portage was and remains a meeting ground of diverse cultures and is home ground for contemporary Grand Portage Ojibwe.

The following significance statements recognize the important features of the national monument.

- Grand Portage National Monument is a homeplace of tribal and family history and cultural persistence.
- Grand Portage National Monument contains reconstructed buildings and well preserved archeological remains of several fur trading posts instrumental in the exploration of the West and in the economic history of the United States and Canada.
- The national monument contains the entire length of the portage that marked the entrance into the interior of western Canada.
- The national monument is significant because of the fundamental interrelationship of Ojibwe heritage and fur trade history.

MONUMENT PURPOSE

Grand Portage National Monument was established to delineate, commemorate, and preserve a premier site and route of the 18th century fur trade. This led to pioneering international commerce and exploration in North America, as well as cultural contact between Ojibwe and other Native societies and the North West Company and other fur trade companies' partners, clerks, and canoe men. The monument also was established to work with the Grand Portage Band in preserving and interpreting the heritage and lifeways of the Ojibwe people.

MISSION STATEMENT AND MISSION GOALS

The September 1997 *Government Performance and Results Act Strategic Plan* for Grand Portage National Monument describes the mission of the monument as follows:

Grand Portage National Monument protects, commemorates, and interprets a reconstructed fur depot of the North West Company, a rendezvous site for international commerce and canoe route for transcontinental exploration, Native heritage, natural scene, and history of cross cultural contact and accommodation between traders, Ojibwa, and other participants in the fur trade.

Mission goals articulate the broad ideals and vision that the National Park Service is striving to achieve at Grand Portage National Monument. The goals for the national monument are directly linked to the servicewide mission goals contained in the *National Park Service Strategic Plan* (NPS 1998). They are written as desired outcomes in keeping with the Government Performance and Results Act. Mission goals for Grand Portage National Monument are as follows.

Natural and cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context (Service Mission Goal Ia).

Grand Portage National Monument contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information (Service Mission Goal Ib).

Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of the facilities, services, and appropriate recreational opportunities (Service Mission Goal IIa).

National monument visitors and the general public understand and appreciate the preservation of parks and their

resources for this and future generations (Service Mission Goal IIb).

Grand Portage National Monument uses current management practices, systems, and technologies to better preserve resources and to better provide for public enjoyment (Service Mission Goal IVa).

Grand Portage National Monument increases its managerial resources through initiatives and support from other agencies, organizations, and individuals (Service Mission Goal IVb).

SERVICEWIDE MANDATES AND POLICIES

As with all units of the National Park Service, the management of Grand Portage National Monument is guided by a number of acts and executive orders, in addition to the establishing legislation. Many of the laws and executive orders that guide management are included in appendix A.

Some acts and executive orders are applicable primarily to units of the National Park System. These include the 1916 act creating the National Park Service, the General Authorities Act of 1970, and the act of March 27, 1978, relating to the management of the national park system. Others have much broader application, such as the Endangered Species Act, the National Historic Preservation Act of 1966, as amended, Executive Order 11990 on the protection of wetlands, and the Indian Self-Governance Act (PL 103-413).

In addition, the National Park Service has established policies that apply to all of the units under its stewardship. These are identified in the NPS *Management Policies* (2001) and codified at Title 36 of the Code of Federal Regulations (36 CFR) "Parks, Forests, and Public Property."

INTRODUCTION

These legal mandates and policies prescribe many resource conditions and some aspects of visitor experience.

While attaining some of these conditions has been deferred in the national monument because of funding or personnel limitations, the National Park Service will continue to strive to implement these policies at Grand Portage National Monument with or without a new general management plan. For instance, the plan is not needed to decide whether or not it is appropriate to protect endangered species, control exotic species, improve water quality, protect archeological sites, provide for access for people with disabilities, or conserve artifacts.

The conditions prescribed by laws, regulations, and policies most pertinent to the planning and management of Grand Portage National Monument are summarized in appendix A.

SPECIAL MANDATES AND ADMINISTRATIVE COMMITMENTS

The monument was established by Public Law 85-910, an act to provide for the establishment of Grand Portage National Monument in the State of Minnesota, and for other purposes. This was approved September 2, 1958 (72 Stat. 1751). Several sections deal specifically with the relationship between the National Park Service and the Ojibwe, as follows:

Section 4 grants recognized members of the Minnesota Chippewa Tribe the preferential privilege to provide those visitor accommodations and services, including guide services, which the Secretary of the Interior deems necessary within the monument. This portion of the statute has been further defined under Grand Portage National Monument Policy 97-01, or "Minnesota Chippewa Tribal Preference Policy."

Section 5 gives first preference to the employment of recognized tribal members in the performance of any construction, maintenance, or any other service within the monument for which they are qualified.

Section 6 encourages recognized tribal members in the production and sale of handicraft objects within the monument and prohibits interference with the operation or existence of any trade or business of said tribe outside the boundaries of the national monument.

Section 7 recognizes the privilege of the Minnesota Chippewa Tribe to traverse the national monument for the purposes of logging their land, fishing, or boating, or as a means of access to their homes, businesses, or other areas of use, and they shall have the right to traverse such area in pursuit of their traditional rights to hunt and trap outside the monument subject to reasonable regulation designed to preserve and interpret the historic features and attractions within the monument.

Section 8 directs that the Secretary of the Interior construct and maintain docking facilities and that such facilities be available for use by the Minnesota Chippewa Tribe and its recognized members, without charge, but subject to regulations prescribed by the secretary.

Section 9 directs the secretary, subject to funding, to provide consultative or advisory assistance to the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, in the planning of facilities or developments upon the lands adjacent to the monument.

Section 10 directs the secretary to administer, develop, and protect the national monument in accordance with the provisions of the National Park Service Organic Act of 1916.

Section 11 returns the national monument to the Minnesota Chippewa Tribe and the Grand Portage Band of Minnesota Chippewa in the event that Grand Portage National Monument is abandoned.

The following acts and mandates specific to the management of Grand Portage National Monument are in addition to the national monument's establishing legislation:

Annual Indian Self-Governance Act Agreement between the U.S. Department of the Interior, National Park Service, and the Grand Portage Band of Minnesota Chippewa (first implemented in February 1999)

Concession contract with the Grand Portage Band of Minnesota Chippewa for Isle Royale parking

Snowmobile regulations (36 CFR, titled "Parks, Forests, and Public Property") — five crossing points

Oral history cooperative agreement with the Grand Portage Band of Minnesota Chippewa

Interagency Agreement between the Bureau of Indian Affairs (BIA) and the National Park Service for the operation of a radio repeater on Mount Maud (agreement has expired)

Memorandum of understanding among the Minnesota State Parks Department, the Minnesota Department of Transpor-

tation, the Minnesota Department of Tourism, the Grand Portage Band of Minnesota Chippewa, and the National Park Service for coordination of interpretation

Memorandum of understanding between the National Park Service and the Grand Portage Band of Minnesota Chippewa for participation in the ambulance service

Memorandum of understanding with the Grand Portage Band of Minnesota Chippewa for assistance with structural fires

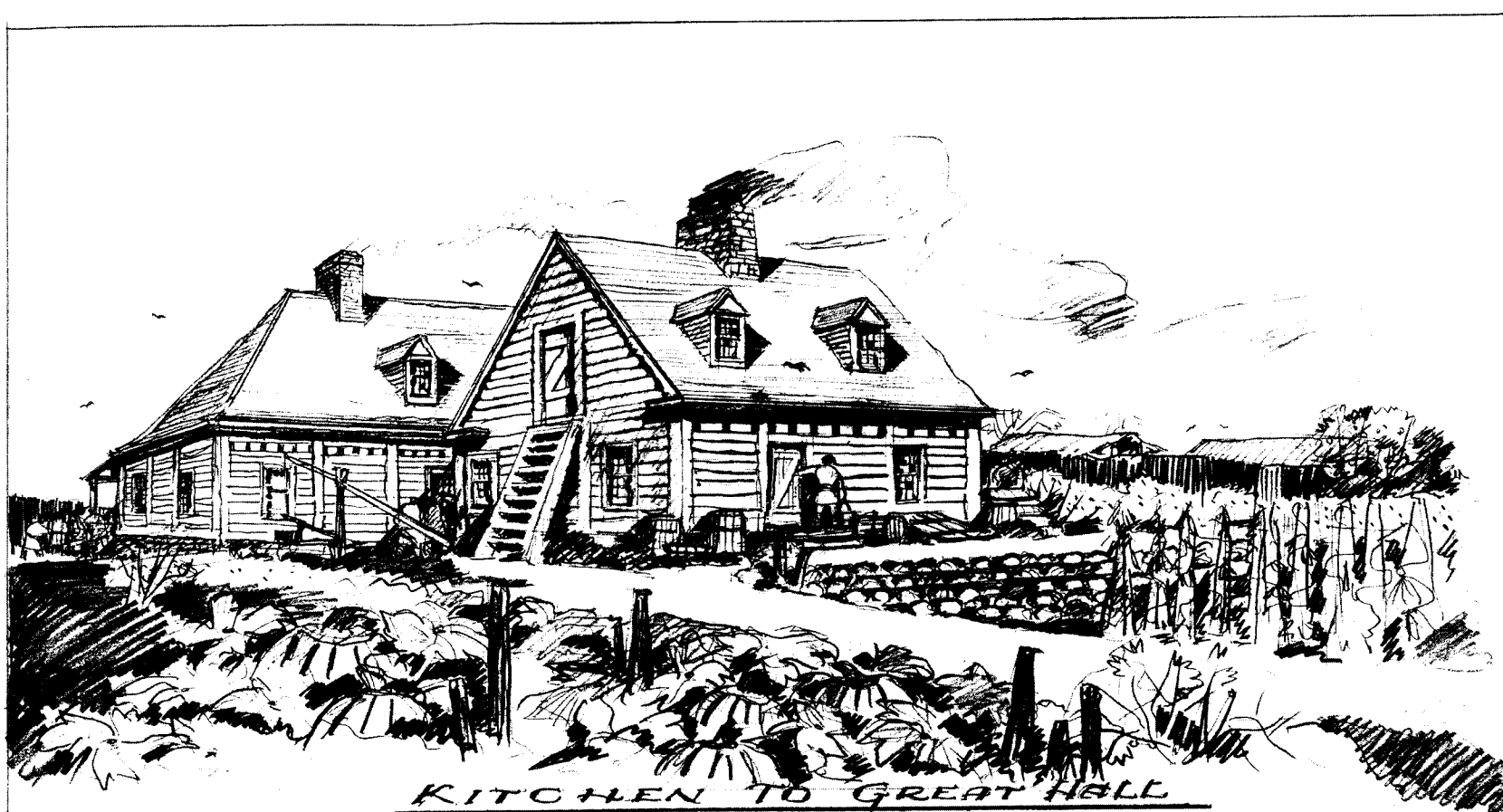
Fifteen-year lease on the Coast Guard buildings in Grand Marais, with a termination clause

General Agreement with the sheriff of Cook County, Minnesota, for mutual law enforcement support

Memorandum of agreement with the Minnesota Historical Society for long-term artifact curation

Webster-Ashburton Treaty Between Great Britain and the United States, Concluded the 9th of August, 1842, which provides for Grand Portage to be "free and open" to use by citizens of both countries

Memorandum of agreement with the Institute of Minnesota Archeology " . . . to provide for cooperative archeological investigations at the monument"



GRAND PORTAGE
CONJECTURAL SKETCH
By FRANK S. GERNER
OCTOBER 1971

OFFICE OF
HISTORY & HISTORIC ARCHITECTURE
WESTERN SERVICE CENTER
SAN FRANCISCO CALIF



PRIMARY INTERPRETIVE THEMES

During the planning for the *General Management Plan*, the team took some time to rethink the interpretive themes for Grand Portage National Monument. Interpretive themes are important concepts or underlying principles that help interpreters order their communications to visitors. Interpreters, in turn, make their stories more specific and graphic, but they use these themes to ensure that they communicate the far-reaching significance of the monument in all forms of interpretive media (talks, signs, brochures, and other publications). These interpretive themes (and thus all interpreters' presentations) are based on the cultural and natural resources unique to the monument and its significance. The themes for Grand Portage National Monument are as follows:

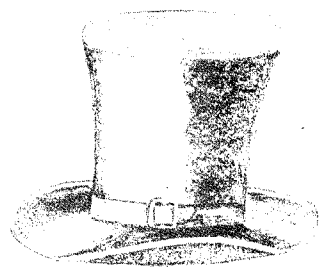
- The Grand Portage was a vital part of both American Indian and fur trade transportation routes because of the area's geology, topographic relief, natural resources, and strategic location between the upper Great Lakes and the interior of western Canada.
- The fur trade was a driving force for the exploration, mapping, and early settlement of much of North America by Euro-Americans, and it also played an important role in setting the boundary between the United States and Canada. It was part of an effort of several European countries to expand their colonial holdings worldwide.
- The Grand Portage Ojibwe, a people with a distinct culture and a proud heritage, have lived for centuries on or near Grand Portage, where their culture thrives today.
- The fur trade industry was an important part of the international economy, involved a complex transportation system, involved both American Indian and Euro-American technologies and practices, and had extensive impacts on the natural resources and native cultures of North America.
- The extensive archeological resources of Grand Portage National Monument represent not only the fur trade, but also hundreds of years of American Indian life. The national monument is committed to the preservation and interpretation of its archeological resources.
- The fur trade was a catalyst for cross-cultural encounters and exchange between native peoples and Euro-Americans that variably affected both populations.
- The fur trade flourished during a time of unrest between and among native nations and colonial powers, each struggling for power and occupancy of the land and its resources.



• THE BOURGEOIS HOUSE •

GRAND PORTAGE
CONJECTURAL SKETCH
By FRANK S. GERNER
OCTOBER 1971

OFFICE OF
HISTORY & HISTORIC ARCHITECTURE
WESTERN SERVICE CENTER
SAN FRANCISCO CALIFORNIA



PLANNING OPPORTUNITIES AND ISSUES

PARTNERSHIPS

In recent years the National Park Service has begun to work with state and federal agencies, nonprofit organizations, and commercial entities to provide needed facilities and services that traditionally have been undertaken by the National Park Service alone. As sites have been added to the national park system and as the cost of visitor services and facilities has grown, it has been necessary to develop new ways of funding and managing such services and facilities. Both Congress and the National Park Service have expressed concern about containing development costs and decreasing the amount of new construction. It is necessary to find more cost-effective means of providing visitor facilities.

Partnerships such as those mentioned above could be simple exchanges of services between agencies for the common benefit, sharing of facilities so that separate, similar structures would be unnecessary, or sharing of staff. Partnerships also could be developed with commercial entities that use park resources or have special appreciation for the Grand Portage story; for example, canoe manufacturing companies interested in historic canoe building at the site.

Grand Portage National Monument already provides visitor information, shares its docking facilities, and provides parking for visitors taking the boat over to Isle Royale National Park. The national monument and Grand Portage State Park ex-

change interpreters. The national monument has a small-scale partnership with the Grand Portage Casino to exhibit items from the Grand Portage collections, and it uses the utilities of the Grand Portage Band rather than providing its own water and sewage treatment. In return, the national monument has built a community water storage facility and maintains a sewer lift station, and it has provided employment for Band members. These are just a few of the existing partnerships.

The alternatives in this document provide many opportunities for both large-scale and small-scale partnerships. Grand Portage National Monument will seek to implement such partnerships to lower the initial and ongoing costs of management and development. Partnerships would be developed only where they would provide benefit without resulting in an unacceptable commercialization of the site or inappropriate interpretive focus.

Examples of state and federal agencies that might present partnership opportunities are the Minnesota Historical Society, the Minnesota state park system, the Minnesota Department of Transportation, the Minnesota state forest system, the U.S. Forest Service, and the Bureau of Indian Affairs. The Grand Portage Band, Old Fort William, and the communities of Grand Portage and Grand Marais also could be partners. Partnership opportunities also are presented by commercial businesses and foundations interested in canoeing and the fur trade as forceful regional symbols (such as Friends of the Boundary Waters Canoe Area Wilderness).

Examples of possible partnerships could be combined facilities for maintenance between the Band and the national monument and partnering with other agencies and the Band within the visitor center, where several similar agencies provide exhibits and visitor orientation and interpretation not only to the national monument but to the region. Other partnerships could be more of a sponsorship nature, with a business or organization sponsoring the construction of a structure or funding exhibits in the stockade in exchange for some recognition of their assistance.

After this plan has been finalized, the National Park Service would work toward the implementation of as many partnerships as possible at Grand Portage National Monument, with the goal of reaching a level of coordination that would make it a successful experience for all partners.

DECISION POINTS

A variety of issues and concerns were identified by the general public, the park staff, and other agencies during scoping for this *General Management Plan*. Comments, which were solicited at public meetings and through a planning newsletter, were received via e-mail, telephone, and letters. Additional information on issues identification and public involvement is available in the "Consultation and Coordination" chapter.

Some comments were outside of the scope of this plan. Some concerns identified during scoping are already covered by laws, regulations, or policies or would be in violation of such requirements. These kinds of requirements are discussed in appendix A, "Servicewide Mandates and Policies." Because they are mandatory requirements, these matters are not subject to decision in this plan.

Other issues identified during scoping were at an operational or developmental level of detail. Such issues are most appropriately associated with the monument's five-year strategic plan or implementation plans. Those plans will be based on the desired resource conditions and visitor experiences to be achieved at Grand Portage National Monument, which have been established in this *Final General Management Plan*. Some of the concepts behind operational or developmental issues were incorporated into the alternatives that were considered in the draft document.

Scoping demonstrated that there is much that the public likes about the national monument. In particular, people want the existing feeling and character of the national monument to continue and be expanded. On the basis of these comments and agency concerns, four major resource condition and visitor experience issues, called *decision points*, were identified. This *General Management Plan* focuses on addressing these decision points, which are identified below.

This document analyzes the current condition and four alternatives regarding the appropriate levels of service and locations for visitor interpretation and education. Concerns ("decision points") that led to the development of these alternatives include the following:

1. To what extent can visitor services (including orientation) and facilities be provided at Grand Portage National Monument without impacting natural and cultural resources (especially historical character)?
 - Is it efficient for staff to shuttle between Grand Marais and Grand Portage?
 - Is it necessary to provide year-round orientation, interpretation, and ranger services in Grand Portage?
 - Is orientation an appropriate use of the Great Hall?

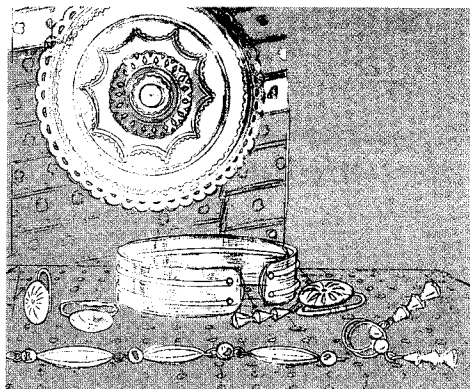
- Does the national monument need a museum with attendant collection/archives space?
 - Does the national monument need a visitor center?
 - Should the national monument provide camping facilities (Fort Charlotte campsites, washrooms, showers,) for visitors arriving from the backcountry?
 - How should Fort Charlotte be accessed and interpreted?
 - Should the national monument provide camping facilities near the lakeshore?
2. To what extent can administrative and support services and facilities be efficiently and effectively provided without impacting resources?
- Where should a headquarters facility be, Grand Marais or Grand Portage?
 - Does the national monument need employee support services at Grand Portage such as housing for permanent and seasonal staff?
 - Where should maintenance facilities for the national monument be?
3. To what extent should the national monument's built environment and interpretive focus be on the 1790s "golden era" of the fur trade while including greater attention to Ojibwe heritage and history?
- How much landscape restoration is feasible and desirable?
 - What is the appropriate level of treatment for landscapes and structures (preservation, restoration, reconstruction) commensurate with visitor understanding and expectations?

What is the best way to focus on the economic, political, and social aspects of the site?

- What is the best way to focus on the maritime aspects of the site?
 - What is the best way to tell the fur trade story in a contemporary Indian Reservation?
 - What is the best means of interpreting the 19th to 20th century Ojibwe remains and story?
4. To what extent should the national monument partner with other agencies to further common needs and fulfill the NPS mission?
- What partnerships can be implemented to enhance visitors' stay in the Grand Portage area?
 - Can partnerships be implemented to protect viewsheds, ecosystems, and site hydrology both inside and outside the national monument boundary?
 - How much all-terrain vehicle (ATV) and snowmobile access within the national monument is acceptable, and how can such uses be controlled? (section 7, PL 85-910)

This document does not specifically address each of these questions; however, the team used them throughout the planning in developing the alternatives.





IMPACT TOPICS — RESOURCES AND VALUES AT STAKE IN THE PLANNING PROCESS

This section identifies the resources and values (impact topics) that were considered in the planning process and describes the criteria used to establish the relevance of each impact topic to long-term planning for the national monument.

Specific resources and values, called impact topics, were used to focus the planning process and the assessment of potential consequences of the alternatives. The following criteria were used to determine important resources and values for Grand Portage National Monument:

- *Resources cited in the establishing legislation for the national monument.* The establishing legislation for the national monument is reproduced in appendix B. A summary of relevant elements of the legislation is provided in the section entitled “Special Mandates and Administrative Commitments.”
- *Resources critical to maintaining the significance and character of the national monument.* The section on “Significance” describes the defining features of Grand Portage National Monument that were used to establish the resources that are critical to maintaining its significance and character.
- *Resources recognized as important by laws or regulations.* Many of the important congressional acts and executive orders that guide the management of all National Park Service facilities, including Grand Portage National Monument, are listed in appendix B. Some of the relevant ele-

ments of these acts and orders are summarized in appendix A, “Servicewide Mandates and Policies.”

- *Values of concern to the public that were mentioned during scoping for the draft plan.* The National Park Service conducted an extensive public information and scoping program to acquire input from the public and from other agencies. This helped the National Park Service develop alternatives and identify resources and values that are of high interest in Grand Portage National Monument.

Each impact topic relative to these criteria is briefly described below. The “Environmental Consequences” chapter contains a more detailed description of each impact topic and the effects of each of the four proposed management alternatives. The planning team selected the resource impact topics for analysis based on the potential for each resource to be affected by the alternatives.

CULTURAL RESOURCES

Archeology and History

Grand Portage National Monument is listed on the National Register of Historic Places as nationally significant for its “. . . association with the fur trade and the exploration and colonization of the northwest, its historic/geographic link between the United States and Canada, and its excellent state of preservation in a semi-wilderness setting.” The national monument’s

enabling legislation recognizes the need for preserving its “unique historical values.” Indeed, the archeological and historic resources and how to interpret them were the main focus during scoping sessions with the public held in June 1999.

Sacred Sites

It is believed that an important Ojibwe ceremonial site sacred to the Grand Portage Band may exist within or closely adjacent to the national monument.

NATURAL RESOURCES

Soils

All action alternatives propose developments and road realignment. These actions could impact the soil resource.

Air Quality

Grand Portage National Monument is a class II air quality protection zone. Alternatives B and C propose to restore the landscape to a historical appearance. Prescribed (management-ignited) fire might be used to meet this objective and could impact air quality.

Water Quality and Aquatic Species

All action alternatives propose to remove the existing dock, and Alternatives B, C, and E also include proposals to reconstruct a historical wharf. These actions in addition to proposed construction could affect water quality and aquatic habitat.

General Vegetation and Fuel Loading

All the action alternatives include removing intrusive contemporary elements and rehabilitating the lands to provide a more appropriate setting for interpreting fur trade and the Grand Portage community. This could have an impact on the composition and structure of existing vegetation and fuel loading.

Threatened or Endangered Species or Species of Concern — Plants

All the action alternatives would include developing the existing Isle Royale parking lot. This development would be close to state-listed plants and potentially could impact these plants.

VISITOR EXPERIENCE AND INTERPRETATION

All action alternatives propose changes in the way visitors would use and experience the resources of the national monument.

POPULATION, ECONOMY, AND LAND USE

The alternatives provide various levels of development and use of the national monument that could affect how long a visitor would stay in the community and where facilities would be located. There could be differences in economic benefit to the local community based on these differences. Because the monument bisects the Reservation, any proposed actions related to circulation and site access, facilities construction, or landscape restoration could impact local land use policies or plans (*Land Use Ordinance of the Grand Portage Band of*

Lake Superior Chippewa Indians 1996, as amended).

Likewise, the land use policies of the Grand Portage Band outside Grand Portage National Monument could affect the character of the national monument, its circulation, and the location of facilities. Many of these possible conflicts were discussed during public scoping.

LOCAL AND REGIONAL TRANSPORTATION

Local and regional transportation was identified as a potential impact topic. Issues of visitor safety, site appearance and

restoration, and community circulation through the monument relate specifically to the local transportation network within the Reservation. Relocating roads in the national monument and immediate vicinity was a topic of discussion during scoping. The National Park Service is a participant in an ongoing transportation study for all of the Grand Portage Reservation.

TABLE 1: IMPACT SUMMARY

IMPACT TOPIC	CULTURAL LANDSCAPE	ARCHEOLOGY AND HISTORY	SACRED SITES	LOCAL AND REGIONAL TRANSPORTATION	ECONOMY, POPULATION, AND LAND USE	VISITOR USE AND EXPERIENCE
Alternative A: No Action	Historic landscape would not be restored. Intrusive development would continue to exist in most historic areas. Cumulative Impact: minor and long term. No impairment.	Archeological and historical investigations would precede development. Cumulative Impact: No impact. No impairment.	No proposals for area of sacred site. Cumulative Impact: None. No impairment.	No proposals for changes to local or regional transportation. Cumulative Impact: No short-term or long-term impacts. No impairment.	No impact on population, economy or land use in community. Cumulative Impact: Negligible, long-term. No impairment.	Limited opportunity for visitors to understand and appreciate significance of monument's resources. Cumulative Impact: negligible, long-term, no impairment.
Alternative B: Fur Trade with Maritime Emphasis	Housing and maintenance moved out of national monument. Focus on interior stockade landscape, but some restoration elsewhere. County Road 17 would remain. Cumulative Impact: moderate, beneficial, long term. No impairment.	Archeological and historic investigations would precede development. Upgraded collections storage. Some collections returned to site. Cumulative Impact: moderate, short term. No impairment.	Trail construction would be preceded by archeology and consultations. Cumulative Impact: None. No impairment.	Minor realignment of County Road 17. Cumulative Impact: minor short term; no long-term impact. No impairment.	New heritage center and extended visitor season could boost economy. Short-term impact from construction. Cumulative Impact: minor short term, minor long-term. No impairment.	Broader, more comprehensive visitor experience with some additional visitation. Cumulative Impact: major long-term beneficial effect, no impairment.

TABLE 1: IMPACT SUMMARY (continued)

IMPACT TOPIC	CULTURAL LANDSCAPE	ARCHAEOLOGY AND HISTORY*	SACRED SITES	LOCAL AND REGIONAL TRANSPORTATION	ECONOMY, POPULATION, AND LAND USE	VISITOR USE AND EXPERIENCE
Alternative C: Fur Trade and Ojibwe Heritage	Facilities moved out of national monument. Some landscape restoration. County Road 17 removed from monument. Cumulative Impact: moderate, long term beneficial and adverse effects inside and outside monument No impairment.	Archeological and historical investigations would precede development. Upgraded collections storage. All collections returned to site. Cumulative Impact: minor, short term. No impairment.	Trail and shelter construction preceded by archeology and consultations. Cumulative Impact: None, No impairment.	Two-phase road realignment and facilities on MN 61. Cumulative Impact: minor short-term and moderate long-term impacts in monument and local area; negligible in regional area. No impairment.	New Heritage Center on MN 61 open year-round; monument staff living in community, possible secondary development. Short-term economic impact from construction. Cumulative Impact: minor short term, moderate long-term, beneficial. No impairment.	Broader, more comprehensive visitor experience with year-round visitation. Cumulative Impact: Major long-term beneficial effect. No impairment.
Alternative D: Heritage Center Focus	Facilities moved out of national monument; landscape would reflect continuum; partial road realignment. Cumulative Impact: long-term moderate beneficial effects inside and outside monument. No impairment.	Archeological and historical investigations would precede development. Upgraded collections storage. All collections returned to site. Cumulative Impact: minor, short-term. No impairment.	No proposals for area of sacred site. Cumulative Impact: None, No impairment.	Partial road realignment and facilities on MN 61 Cumulative Impact: minor short-term, moderate long-term impact in monument and in local area; negligible in regional area. No impairment.	New Heritage Center on MN 61 open year-round; monument staff living in community, possible secondary development. Short-term economic impact from construction. Cumulative Impact: minor short-term, moderate long-term beneficial effects. No impairment.	Broader, comprehensive visitor experience focusing on heritage center and exhibits. Year-round use. Cumulative Impact: major long-term beneficial effect. No impairment.

TABLE 1: IMPACT SUMMARY (continued)

IMPACT TOPIC	CULTURAL LANDSCAPE	ARCHAEOLOGY AND HISTORY	SACRED SITES	LOCAL AND REGIONAL TRANSPORTATION	ECONOMY, POPULATION, AND LAND USE	VISITOR USE AND EXPERIENCE
Alternative E: Preferred Alternative	Housing and maintenance moved out of national monument landscape would reflect continuum. Three-phase road realignment. Cumulative Impact: Moderate long-term beneficial and adverse effects inside and outside monument. No impairment.	Archeological and historical investigations would precede development. Upgraded collections storage; some collections returned to site. Cumulative Impact: Minor, short term. No impairment.	Trail and interpretive kiosk construction preceded by archeology and consultations. Cumulative Impact: None, No impairment.	Three-phase road realignment and gateway on MN 61. Cumulative Impact: Minor short-term; moderate long-term impact in monument and in local area; negligible on regional area. No impairment.	New heritage center and extended visitor season could boost economy; monument staff living in community; possible secondary development at gateway. Short-term economic impact from construction. Cumulative Impact: Minor short-term, moderate long-term beneficial effect. No impairment.	Broader, more comprehensive visitor experience with year-round visitation. Cumulative Impact: Major long-term beneficial effect, no impairment.



IMPACT TOPICS DISMISSED FROM FURTHER CONSIDERATION

The topics discussed below will not be addressed further in this document for the reasons outlined under each topic heading.

ENVIRONMENTAL JUSTICE

Executive Order 12898 requires federal agencies to identify and address disproportionately high and adverse human health or environmental effects on minority and low-income populations. None of the proposed alternatives would have a disproportionately high and adverse effect on any minority or low-income population or community. This conclusion is based on the following information:

- The proposed developments and actions in the alternatives would not result in any identifiable adverse human health effects. Therefore, there would be no direct, indirect, or cumulative adverse effects on any minority or low-income population or community.
- The impacts on the natural and physical environment that would occur in any of the alternatives would not significantly and adversely affect any minority or low-income population or community.
- The alternatives would not result in any identified effects that would be specific to any minority or low-income community.
- The planning team actively solicited public comments during the development of this plan and gave equal consideration to all input, regardless of the commenter's

age, race, income status, or other socioeconomic or demographic factors.

- Park staff have consulted and worked with the Grand Portage Band of Minnesota Chippewa and will continue to do so in cooperative efforts to improve communications and resolve any problems that occur. No negative or adverse effects were identified that would disproportionately and adversely affect American Indians.
- Impacts on the socioeconomic environment due to the alternatives would be minor or positive and would occur mostly within the local and regional geographic area near the monument. These impacts would not occur at one time but would be spread over a number of years, which would reduce their magnitude. The impacts on the socioeconomic environment would not substantially alter the physical and social structure of the nearby communities.

INDIAN TRUST RESOURCES

Grand Portage National Monument is within the Grand Portage Reservation, and some of its lands were donated by the Grand Portage Band of Minnesota Chippewa. Section 2 of the establishing legislation notes that the lands are to be held "... in trust by the United States of America for the said tribe or band. . . ." The legislation recognizes the crucial part that was played by the Ojibwe in the history of the fur trade and the importance of the relationship between the national monument and the Band. This relationship was a primary topic of discus-

IMPACT TOPICS DISMISSED FROM FURTHER CONSIDERATION

sion during scoping and subsequently during the generation of alternatives. However, Grand Portage National Monument is public property managed by the National Park Service, and the Grand Portage Band did not retain any property rights that would constitute a legal trust responsibility. That is not to say that the Band does not have certain other rights to the land that are spelled out in the legislation establishing the national monument. Those rights will be honored.

PUBLIC HEALTH AND SAFETY

The proposed developments and actions in the alternatives would not result in any identifiable human health or safety concerns, either direct or indirect. The alternatives were designed to take these factors into consideration and to remove them wherever possible. Several alternatives describe changes to the local transportation system within and outside the national monument that would greatly reduce the possibility of vehicle-pedestrian accidents.

ENERGY CONSUMPTION

Several of the alternatives describe the need for new facilities and roads. Energy consumption within buildings would be considered within design, and the maximum use of energy saving concepts would be implemented.

New roads proposed would be approximately the same distance as the roads they replace, resulting in a negligible change in gasoline consumption.

GEOLOGY AND TOPOGRAPHY

Altering geologic processes and features is not proposed in any of the alternatives. Some earthmoving and blasting activities in

association with facility construction and road relocation are proposed; however, they would not impact the geologic processes or features or cause substantial alteration of the topography.

PRIME AND UNIQUE AGRICULTURAL LANDS

The soils and topography in Grand Portage national monument are not conducive to agriculture; therefore, no prime or unique agricultural lands exist within the monument (NPS 1995).

WATER QUANTITY AND TIMING

None of the proposed alternatives would measurably affect the quantity of water or timing of runoff.

COASTAL ZONE MANAGEMENT

Grand Portage National Monument and Grand Portage Indian Reservation are listed as excluded lands from Minnesota's Lake Superior Coastal Program (NOAA 1999). This status exempts the preferred alternatives from federal consistency provisions of section 307 of the Coastal Zone Management Act if they do not affect land or water use or natural resources within Minnesota's Lake Superior Coastal Program. None of the proposed alternatives would have any effect on land or water use or natural resources outside of Grand Portage National Monument or Grand Portage Indian Reservation.

FLOODPLAINS

Regulatory floodplain mapping is currently unavailable for Cook County. However, during the development of a 1991 environmental assessment to construct proposed master plan

developments, Cook County officials were consulted, and no floodplains were identified within Grand Portage National Monument (NPS 1991). Because it is likely that there are, in fact, floodplains, the national monument will follow NPS policy. That policy recognizes and manages for the preservation of floodplain values, minimizes potentially hazardous conditions associated with flooding, and adheres to all federally mandated laws and regulations related to the management of activities in floodprone areas. This topic was determined to be a project level issue; therefore, it will not be addressed further in this document. Floodplains will be addressed at the project level by ensuring that projects are consistent with the floodplain policy of the National Park Service (Director's Order 12) and Executive Order 11988.

WETLANDS

Regulatory wetlands and waters of the United States exist throughout Grand Portage National Monument. Proposed development and road realignment could potentially affect wetlands. Wetlands in the monument include a beaver marsh astride a western section of the portage, riparian wetlands adjacent to Grand Portage, Poplar, and Snow Creeks, and 3.3 acres of forested swamp and wet meadow in the southeastern corner of the monument in the area bounded by County Road 17, old BIA 5 (the "boneyard road"), and Lower Bay Road. It is NPS policy to avoid affecting wetlands and to minimize impacts when they are unavoidable. However, it is difficult to address impacts on wetlands without site plans, and impacts can often be avoided by simply relocating a development in a slightly different manner. This topic was determined to be a project level issue; therefore, it will not be addressed further in this document. Wetlands will be addressed at the project level by ensuring that projects are consistent with NPS wetlands policy (DO 77-1), Executive Order 11990, and section 404 of the Clean Water Act.

EXOTIC VEGETATION AND NOXIOUS WEEDS

About 50 exotic plant species are present in Grand Portage National Monument. Only two of these species are of concern; the rest are innocuous and do not change ecosystem function. No program is in place to control these innocuous exotic species because eradication would be very difficult, and the program would be cost prohibitive — the costs would outweigh the benefits. The only concern these species cause is in context of presenting a true historical landscape, which only a very observant person with knowledge of exotic vegetation would notice. None of the alternatives proposes a change in dealing with the innocuous exotic species.

Two exotic plants in the monument are listed on Minnesota's noxious weed list as primary noxious weeds: Canadian thistle (*Cirsium arvense* (L.) Scop. var. *horridum* Wimmer & Grab.) and sow thistle (*Sonchus uliginosa* Bieb.). This listing obligates the National Park Service to take steps to control or eradicate these plants within the boundary of Grand Portage National Monument. The monument currently monitors these populations closely and controls them through mowing and hand pulling. The existing noxious weed control program would continue in all alternatives.

GENERAL WILDLIFE

A faunal study completed in 1995 documented the presence of 102 bird, 27 mammal, 8 amphibian, and 1 reptile species within Grand Portage National Monument (Graetz et al. 1995). In addition, 17 bird, 17 mammal, 3 reptile, and 4 amphibian species have been known to occur in the vicinity of Cook County but were not found in the two years of surveys supporting the 1995 study in the monument. Increased disturbance and loss of some habitat could occur with proposed construction activities and developments. However, the

IMPACT TOPICS DISMISSED FROM FURTHER CONSIDERATION

proposed construction and development in all action alternatives would occur in the eastern part of the monument, which is degraded through high disturbance levels from urban development, Minnesota Highway 61, other roads, and human use. Wildlife species inhabiting the eastern part of the monument would be adapted to high levels of disturbance and human activity and would be negligibly affected by any of the proposed alternatives. None of the proposed alternatives would be expected to cause measurable changes in the abundance or distribution of any wildlife species.

THREATENED OR ENDANGERED SPECIES OR SPECIES OF CONCERN — WILDLIFE

The U.S. Fish and Wildlife Service has determined that two wildlife species proposed for federal listing as threatened or endangered may occur or have habitat in the area of Grand Portage National Monument. These species are gray wolf (*Canis lupus*), threatened, and Canada lynx (*Lynx canadensis*), threatened. All of Grand Portage National Monument is within listed critical habitat for the gray wolf. In 1992 the U.S. Fish and Wildlife Service developed the *Recovery Plan for the Eastern Timber Wolf*, which defines actions that are believed to be necessary for the recovery or protection of the species. The monument contains habitat to support part of the larger home range necessary for the gray wolf. Deer, moose, and beaver appear to be plentiful as a prey base within and adjacent to the monument. Open road densities for this area are low, and potential den and rendezvous sites exist in the monument.

A faunal study in 1993 and 1994 (Graetz, Garrot, and Craven 1995) indicated transient use of Grand Portage National Monument by the gray wolf. Protection measures have helped the wolf population recover to the point that its removal from the threatened species list is occasionally debated.

Based on anecdotal information, Canada lynx have not been sighted in the monument but have been seen in the county. However, lynx denning and travel habitat exist within Grand Portage National Monument within mature and old growth conifer and mixed conifer-hardwood forests. Foraging habitat exist adjacent to the monument within recent timber harvest areas in the Grand Portage Indian Reservation. However, timber management activities have also resulted in conditions that favor coyote, a primary lynx competitor.

All action alternatives possibly could affect but would not be likely to adversely affect gray wolf and Canada lynx. This conclusion is based on the following information:

- All action alternatives would maintain the existing condition along the portage trail and Fort Charlotte portions of Grand Portage National Monument.
- Proposed developments and changes in park operations would all occur in the eastern part of the monument and in areas where gray wolf and lynx habitat has already been degraded through high disturbance levels from urban development, Minnesota Highway 61 (MN 61), other roads, and human use.
- Only modest increases in visitation (approximately 10–20%) would be expected for the portage trail and the Fort Charlotte area. Despite the expected increase, overall visitation levels would still remain low, and no changes in time or use would be expected. Disturbance of habitat for state-listed species would remain low.

Faunal surveys indicate that the following state-listed species occur or could occur in Grand Portage National Monument:

Peregrine falcon (*Falco peregrinus*) — threatened
Gray wolf (*Canis lupus*) — special concern
Snapping turtle (*Chelydra serpentina*) — special concern
Cerulean warbler (*Dendroica cerulea*) — special concern

Bald eagle (*Haliaeetus leucocephalus*) — special concern
Woodland vole (*Microtus pinetorum*) — special concern
Least weasel (*Mustela nivalis*) — special concern

A taking of any of the state-listed species would not be expected to occur with the implementation of any of the proposed alternatives. This conclusion is based on the following:

- All action alternatives would maintain the existing condition along the portage trail and Fort Charlotte portions of the monument.
- Proposed developments and changes in park operations would all occur in the eastern part of the monument and in areas where habitat for state-listed species has already been degraded through high disturbance levels from urban development, MN 61, other roads, and human use. Only modest increases in visitation (approximately 10–20%) would be

expected for the portage trail and the Fort Charlotte area. Despite the expected increase, overall visitation levels would remain low, and no changes in time of use would be expected. The disturbance of habitat for state-listed species would remain low.

For all the action alternatives, the potential impacts on wildlife species listed as endangered, threatened, or special status would be negligible. Endangered, threatened, and special status species will be addressed at the project level through consultations with the U.S. Fish and Wildlife Service and the Minnesota Department of Natural Resources to ensure the protection of these species. Based on these consultations, mitigating measures would be incorporated into project proposals if necessary to address any concerns with these species.

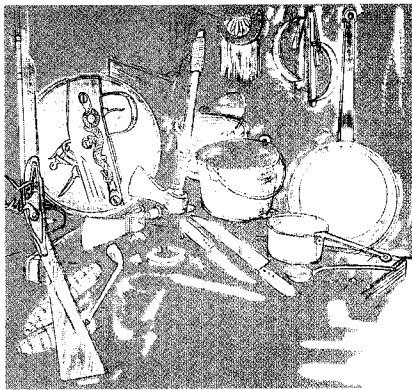


RECONSTRUCTION OF THE GREAT HALL

GRAND PORTAGE NATIONAL MONUMENT
GRAND PORTAGE MINNESOTA

GRAND PORTAGE
CONJECTURAL SKETCH
BY FRANK J. GERNER
OCTOBER 1971

OFFICE OF
HISTORY & HISTORIC ARCHITECTURE
WESTERN SERVICE CENTER
SAN FRANCISCO CALIFORNIA



ALTERNATIVES

The way the alternatives were developed on the basis of scoping is described under "Formulation of Alternatives." After each alternative was defined in a general way, developing the alternatives was a two-step process.

1. The National Park Service identified management prescriptions that potentially were applicable to Grand Portage National Monument. Each management prescription was defined by desired visitor experiences and resource conditions. This helped establish the kinds of activities or facilities within each prescription that would achieve those targeted conditions.
2. The management prescriptions were then mapped to specific areas of the national monument to create four alternatives that are evaluated in this plan.

Each alternative is a combination of several management prescriptions, the locations of which may vary among alternatives.

POTENTIAL MANAGEMENT PRESCRIPTIONS

A management prescription is an approach for administering or treating the resources or uses of a specified area based on

desired outcomes. This section includes all the management prescriptions that could be applied to Grand Portage National Monument under any of the alternatives.

Management prescriptions include target goals or objectives for one or more resources and/or visitor experiences that are present within the prescription area. In some cases management prescriptions apply to an entire park; however, all the alternatives for Grand Portage National Monument consist of multiple zones with different management prescriptions. The six management prescriptions proposed for Grand Portage National Monument are described below and summarized in table 2.

The management prescriptions included in this section define the desired resource conditions and visitor experiences, including the appropriate kinds and levels of management, use, and development. Together, all the management prescriptions in an alternative meet all the goals of the national monument.

Different physical, biological, and social conditions are emphasized in each zone. The factors that define each management prescription are the desired visitor experience and the desired natural and cultural resource conditions. These factors then indicate the types of activities or facilities that are appropriate within the zone.

ALTERNATIVES

TABLE 2: POTENTIAL MANAGEMENT PRESCRIPTIONS

Zone	Desired Condition
Primitive Trail	<ul style="list-style-type: none"> • No mechanized vehicular transport • Few signs or waysides • Minimal trail development • Protect archeological resources at “poses” • Maintain rugged character — footboards, treefalls cut to appear natural, some pruning, manage vegetation for fire safety • Individual personal/physical visitor experience (1790s-like) NPS provides some crucial info. but visitors have primary opportunity to learn about monument through books, brochures, etc.
Recreation	<ul style="list-style-type: none"> • Campsites have a primitive character • Minimal interpretation and orientation to Grand Portage National Monument story • Provide aesthetically pleasing yet primitive camping experience • Develop alternative access to backcountry
Resources Trust	<ul style="list-style-type: none"> • Minimal interpretation (not site-specific) • Vegetation management. to protect resources (rare and wetlands plants and archeology) • Archeological “data bank” • Visitors receive indirect info about resources and resource preservation • Continue inventory and monitoring of resources
Maintenance / Park Operations	<ul style="list-style-type: none"> • Does not intrude on historical areas (physically or visually) • Close to facilities (heritage center, housing, or ranger station) • Screened from housing/administration • Visitors would not experience this zone
Visitor Services and Development	<ul style="list-style-type: none"> • Away from historic resources • Accessible pathways and contemporary facilities with sensitive alteration of existing landscape • Frequent ranger contacts • Orientation info — library/museum/office — varied interpretive media • Fee collection • Visitors would be introduced to all the monument’s interpretive themes and fully understand the range of interpretive and recreational opportunities at Grand Portage National Monument • An in-depth interactive enriched interpretive experience
Interpretive Historic	<ul style="list-style-type: none"> • Nonintrusive accessibility — minimize modern intrusions • Authentic historic scene • Landscape restoration and reconstruction of structures appropriate • Varied interpretive media that would not intrude on historic scene

Regardless of the target visitor experience or resource condition, all management prescriptions conform to all park-specific purpose, significance, and mission goals and to the servicewide mandates and policies described earlier in this document. For example, an archeological site would be protected regardless of the zone in which it occurred. However, the use of that site for interpretive or educational purposes could vary, depending on the management prescription to which its vicinity was assigned.

Management prescriptions are generally future focused, not a description of the status quo. Therefore, the management prescriptions generally do not apply to the “No Action,” or status quo, alternative. However, because the monument currently has no active management zoning, the current situation cannot be readily compared to the proposed zoning. To rectify this, and to allow the reader to better compare alternatives, Alternative A has been described using the same management prescription zoning that is used for all other alternatives. Table 3 shows the estimated zone acreages for each alternative.

Primitive Trail Zone

Desired Visitor Experience. The primitive trail zone would give visitors a sense of being transported back to the late 1700s.

There would be no mechanized vehicles, and the zone would foster a feeling of tranquility, of immersion in nature, far from comforts and conveniences. The frequency of encountering other visitors and staff would be low on most days. The use of this zone would require a relatively long time commitment and a high level of physical exertion. The environment would offer a relatively high degree of challenge and adventure. Tolerance for noise, visual intrusions, and social interaction would be low. Visitor information would come primarily from interpretive media in the frontcountry.

Desired Resource Condition. The primitive trail zone would feature a rugged trail through a natural-appearing forest corridor. Historic vegetation would be reestablished and exotic species removed to maintain the historic character. Where trees have fallen, they would be allowed to remain unless they interfere with the trail. Visitors would cross areas of natural erosion over footboards as was done historically. “Poses,” the historic resting areas of the voyageurs, would be preserved and their possible archeological values protected. National Park Service tolerance for adverse impacts to resources due to visitor use would be very low.

TABLE 3: ESTIMATED ZONE ACREAGES FOR EACH ALTERNATIVE

ZONE	ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D	ALTERNATIVE E
Interpretive Historic	7.7 acres (1.1%)	17.0 acres (2.4%)	24.7 acres (3.5%)	10.1 acres (1.4%)	20.1 acres (2.8%)
Park Operations	2.4 acres (0.3%)				
Primitive Trail	9.8 acres (1.4%)	9.8 acres (1.4%)	9.8 acres (1.4%)	9.8 acres (1.4%)	9.8 acres (1.4%)
Recreation	1.5 acres (0.2%)	1.5 acres (0.2%)	1.5 acres (0.2%)	1.5 acres (0.2%)	1.5 acres (0.2%)
Resources Trust	685.4 acres (96.5%)	676.6 acres (95.3%)	672.8 acres (94.8%)	687.4 acres (96.8%)	673.5 acres (94.9%)
Visitor Services and Development	3.2 acres (0.4%)	5.1 acres (0.7%)	1.2 acres (0.2%)	1.2 acres (0.2%)	5.1 acres (0.7%)

ALTERNATIVES

Appropriate Kinds of Visitor Activities or Facilities. The only activity permitted would be hiking and hiking-related actions. No camping would be allowed. Facilities would consist of the trail itself.

Recreation Zone

Desired Visitor Experience. The recreation zone would contain well-defined trail and campsite areas. The trails would consist of well-maintained or groomed pathways designed to reach a specific destination, but not necessarily the focus of a visitor's experience. The use of this zone would require a commitment of time and exertion. The probability of visitors encountering other visitors would be moderate to high on most days. The likelihood of visitors encountering staff would be low. There would be a good chance of solitary experiences. Noise tolerance would be low to moderate. Visitor information would come from signs placed at overlooks or stops along the trail or interpretive media in the frontcountry.

Campsites would appear as an integral part of the historic Voyageur Highway in an aesthetically pleasing yet primitive character. There would be a high probability of encountering other campers within the relatively small area. Tolerance for noise and visual intrusion would be moderate. Visitor information would come primarily from interpretive media in the frontcountry.

Desired Resource Condition or Character. Trails and campsites would be in a well-maintained condition to provide adequate visitor safety and protect the quality of the resource. Resource modifications would be evident but would harmonize with the surrounding environment through the use of color, setting, and native materials. NPS tolerance for adverse impacts from visitor use would be low. Facilities would be away from sensitive cultural and natural resources that could not be protected.

Appropriate Kinds of Visitor Activities or Facilities. The recreation zone would be primarily moderate to high use trails and well-used campsites. Foremost would be portaging. Snowshoeing, cross-country skiing, and other traditional uses would also be appropriate.

Resources Trust Zone

Desired Visitor Experience. The resources trust zone, which includes undeveloped or culturally sensitive areas of the monument, would be interpreted indirectly in the frontcountry. Visitor use would be light in this zone, which would be free of development.

Desired Resource Condition or Character. This zone would include areas of the monument where very low use is desirable to protect certain resources and areas where access is difficult. Management for resource protection and safety would be limited, consisting of occasional monitoring of sensitive resources. NPS tolerance for adverse impacts on resources would be very low.

Appropriate Kinds of Visitor Activities or Facilities. No facilities would be appropriate in the resources trust zone, including trails or docks. No campsites would be allowed. Inventory and monitoring of cultural and natural resources would be ongoing.

Maintenance / Park Operations Zone

Visitor Experience. The maintenance / park operations zone probably would not be visited by the general public. It would be highly developed and specialized to meet the maintenance and housing needs of national monument staff.

Desired Resource Condition or Character. Facilities would be developed in the national monument, or reasonably nearby, for ease of staff access. They would not intrude on areas of natural or cultural significance either physically or visually.

Appropriate Kinds of Visitor Activities or Facilities. Appropriate facilities in the maintenance / park operations zone would be those necessary to the day-to-day maintenance of the monument and to the housing needs of the staff, such as maintenance yards, residential areas, access roads, utility areas, and corridors.

Visitor Services and Development Zone

Desired Visitor Experience. Here visitors would pay their entrance fees and receive an overview of monument resources, significance, concepts, and themes in a relatively short time and with a minimum of exertion. Particularly involved or complicated concepts would be especially appropriate in this zone. At times when the stockade was closed, this zone would constitute the principal interpretive experience for visitors. Interaction and encounters with other visitors and monument staff would be common, with occasional periods of overcrowding during fall color and special events. All facilities would harmonize with the area and the natural and cultural resources in proportion, color, and texture.

Desired Resource Condition or Character. The structures in the visitor services and development zone would be highly developed for integration into the natural landscape and for ease of function and visitor movement around the site. They would be within walking distance but away from the historic resources to allow visitors to “transition” back to the historic period of the stockade. All structures would be of contemporary design, compatible with scale and materials of structures found elsewhere on site. Sensitive landscape design and accessible pathways would be developed.

Appropriate Kinds of Activities or Facilities. The visitor services and development zone would be highly developed with convenient and accessible facilities, including a visitor orientation/information/exhibition museum facility and parking. Learning about the national monument, short walks, and attending interpretive programs would be common activities in this zone. Reconstructed structures, such as quarters, shops, warehouses, offices, or landscape features of the historic period would be appropriate. Visitor centers, kiosks, wayside exhibits, and other interpretive media would be appropriate. Support facilities such as restrooms, picnic facilities, and parking would also be present.

Interpretive Historic Zone

Desired Visitor Experience. Visitors would find a mix of reconstructed/refurnished structures and wayside exhibits and demonstration shelter that would supplement any orientation or information provided in the visitor services and development zone. Visitors would encounter personal, in-depth interpretation of life within and around the stockade circa the late 1700s from costumed interpreters and uniformed NPS rangers, and they would be able to sense the hustle and bustle of everyday life. The probability of encountering other visitors and staff would be high. Visiting this zone would require a commitment of several hours. Visual intrusions and noise not associated with historic activities would be unwelcome.

Desired Resource Condition or Character. Appropriate to the interpretive historic zone would be the restoration of the historic landscape with historic structures and features reflecting the bustle and crowded nature of the area surrounding the stockade. Interpretive media such as signs or waysides would be as unobtrusive as possible so as not to detract from the site's character. Paved walkways would guide visitors and pro-

ALTERNATIVES

tect the landscape from overuse. NPS tolerance of adverse impacts on resources due to visitor use would be very low.

Appropriate Kinds of Visitor Activities or Facilities. Visitors would be able to spend their time learning about the fur trade and the associated history of the Ojibwe peoples. Access for people with disabilities would be designed to be as unobtrusive as possible in keeping with the historic character of the zone. Support facilities such as restrooms would also be appropriate if designed to be unobtrusive. Reconstructed structures, such as quarters, shops, warehouses, offices, or landscape features of the historic period, would be appropriate.

Nonpark Areas

The National Park Service does not zone properties it does not own. However, any National Park Service facilities constructed outside of national monument boundaries would be managed as though they were within the maintenance / park operations or visitor services and development zones, subject to consultation with the Grand Portage Band. Site-specific environmental documentation would be required before any construction at these locations.

PUBLIC INPUT AND THE DEVELOPMENT OF ALTERNATIVES

Many aspects of the desired future conditions in Grand Portage National Monument are defined in the establishing legislation, in purpose and significance statements, and in service-wide mandates and policies that were described earlier (see appendix A). Within these boundaries, the National Park Service solicited input from the public regarding the long-term goals for the national monument and measures that could be implemented to achieve those goals.

The public was first invited to suggest ideas for the future of the national monument during scoping at the beginning of the general management planning process in June 1999 (see "Consultation and Coordination"). A total of 27 people attended the three public meetings, and many additional suggestions were received via letters, telephone calls, or e-mail.

On the basis of public comments, and within the framework established by legislation and mandates, the planning team developed a no-action alternative and three additional alternative scenarios that attempted to reflect the range of ideas proposed by the public. These alternatives outline a range of visitor experience and resource conditions and are based on outcomes, or actual conditions on the ground, as expressed by the management prescriptions. These concepts were shared with the public in a newsletter dated April 2000. This document reflects comments on the newsletter as well.

During June 2000, the National Park Service evaluated the alternatives using a technique called "Choosing by Advantages." Following that session, a fifth alternative was developed to take advantage of the benefits of certain alternatives.

The configurations for future conditions and management within each alternative were developed by placing the management prescriptions (described in the preceding section) on the map.

ALTERNATIVE A: NO ACTION

Concept

The no-action alternative is an attempt to describe what would happen to the national monument if present management practices and trends were projected into the future. Grand Portage

National Monument would be maintained as it has evolved thus far. It would be likely that visitors would not see any substantial change in appearance or operation of the national monument, since the goal would be to preserve existing visitor experiences and activities and maintain the monument's natural, cultural, and scenic values.

The no-action alternative forms a basis for comparison of the other alternatives (which are referred to throughout the document as "action" alternatives).

There would be no major changes in resource management, visitor programs, or facilities beyond regular maintenance. The current road system through the monument would remain and existing management would continue.

The Grand Portage Band of Minnesota Chippewa and Grand Portage National Monument have a fundamental partnership that includes operations, research, and interpretation under the Indian Self Governance Act agreement. No changes to that partnership would occur. The national monument staff would continue to work closely with the Minnesota Historical Society, particularly in the area of collections, archives, and historic preservation. More limited partnerships would continue with the state of Minnesota's Grand Portage State Park and Departments of Tourism and Transportation.

Measures that could be taken to achieve the goals of Alternative A are embodied in the management prescriptions presented below. These are shown on the accompanying maps and summarized in table 2. Management prescription zoning under Alternative A is shown in the Alternative A zoning map.

Note: Grand Portage National Monument does not now have an active general management plan. Therefore, no zoning is in effect. However, each alternative has been described as though the management prescription zoning proposed in this plan

were in effect as a way for readers to better compare the alternatives.

Primitive Trail Zone

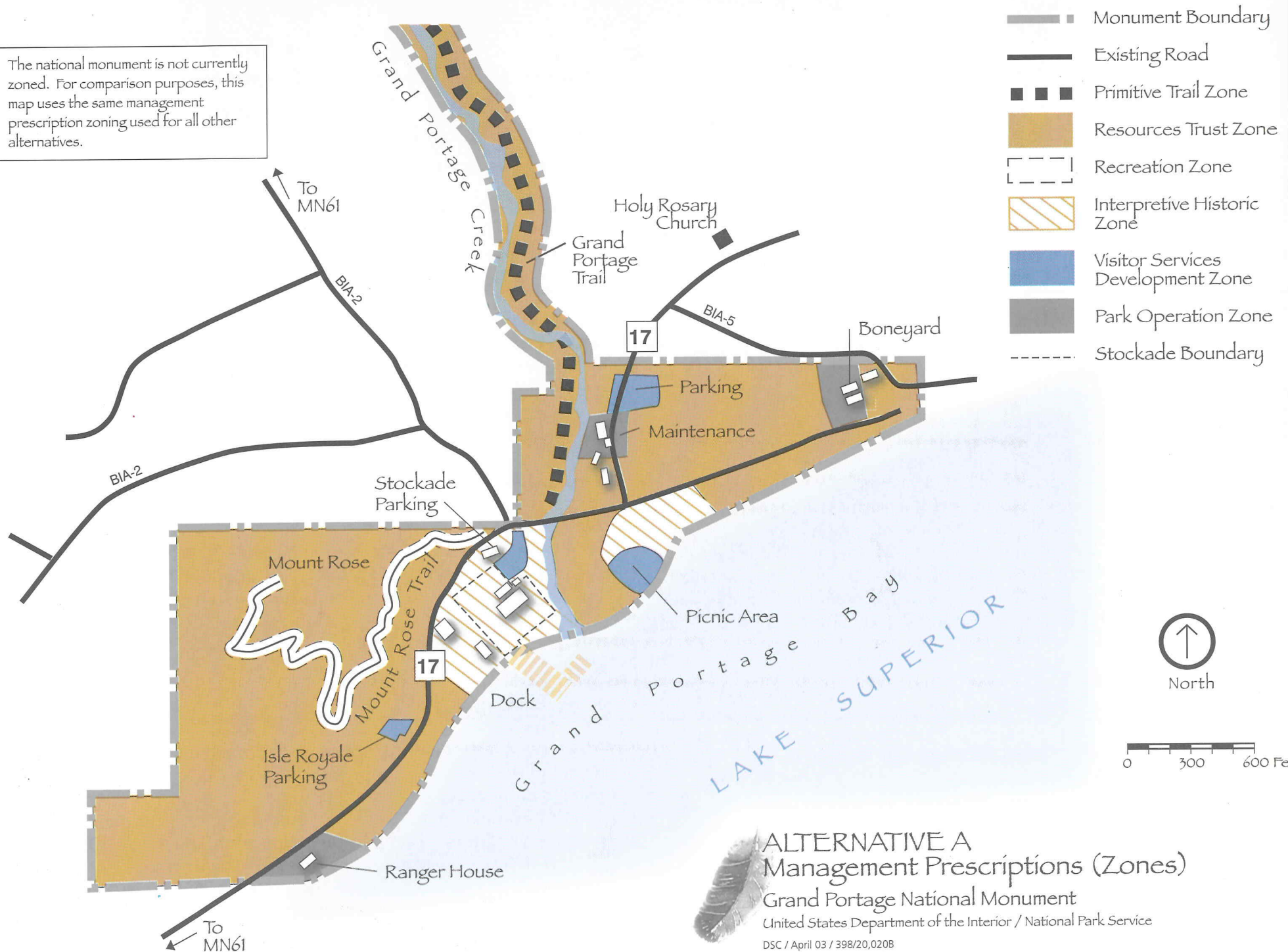
Approximately 1.4% of the national monument would be encompassed in the primitive trail zone under Alternative A (9.8 acres, based on a 3-meter width). There would be no major change in the management of this zone. It would continue to be minimally maintained for visitor safety and use but would continue to have a semblance of its historic appearance. There would be no new trails. Any interpretation of features within this zone would occur via brochure or interpretive NPS ranger talks at the stockade. Archeological features would be identified and protected. Wheeled or motorized access to this zone would continue to be strictly limited.

The goal for this area would be for visitors to enjoy the experience of traversing the historic portage. The portage would remain as a fairly primitive trail surrounded by second-growth forest. Although no attempt would be made to restore the forest along the trail corridor to more accurately depict its historic appearance, visitors would be able to have a sense of adventure and a better appreciation for the difficulties of the voyageurs using the portage.

Recreation Zone

The recreation zone would make up approximately 0.2% (1.5 acres) of the national monument. There would be no major change in the management of this zone. The campsites at Fort Charlotte would be maintained to provide an aesthetically pleasing yet primitive camping experience. Interpretation of a general nature — describing the Grand Portage National Monument, its features, and its history — would be available at a kiosk near the Fort Charlotte campsites. The zone would

The national monument is not currently zoned. For comparison purposes, this map uses the same management prescription zoning used for all other alternatives.



ALTERNATIVE A
Management Prescriptions (Zones)
Grand Portage National Monument
United States Department of the Interior / National Park Service
DSC / April 03 / 398/20,0208



ALTERNATIVES

continue to provide protection for archeological resources and retain its rugged character reminiscent of the historic period.

Resources Trust Zone

The resources trust zone would be primarily an “archeological data bank” — an area managed to protect unexcavated archeological resources. However, this zone would also be used to protect wetlands or areas containing habitat for rare species. As such, its resources would be interpreted only indirectly, through brochures or NPS ranger talks. Visitors would not be prohibited in this zone, but there would be little reason for them to seek it out. No trails would be developed in this zone. The resources trust zone in Alternative A would encompass about 96.6% (686 acres) of the national monument.

Fort Charlotte, at the western end of the portage, would retain its current appearance and continue to have a dual purpose under the no-action alternative: it would be managed as an archeological data bank and provide minimal camping facilities near, but not on, archeological sites. Existing minimal wayside exhibits would also remain on the site.

Maintenance / Park Operations Zone

Under Alternative A the headquarters would remain in Grand Marais. Museum collections storage would continue to be split between headquarters and the Minnesota Historical Society and not easily accessed by monument staff for display or research. The maintenance area would remain in its present location on County Road 17 northeast of the stockade. The small, outdated facilities in the maintenance area would continue to be repaired and used until repair and use was no longer feasible, then new facilities would be constructed in approximately the same location. The maintenance storage area, or “bone-yard,” separate from the maintenance area, would stay in the

northeast corner of the monument. Seasonal employees would continue to live in mobile homes in the maintenance area until the homes could not be maintained any longer, then they would be replaced with leased housing in the general area of the national monument. The residence for the onsite NPS ranger would remain on County Road 17, just inside the west boundary. With the exception of headquarters, none of these facilities would be likely to provide any visitor interest. This zone would encompass approximately 0.3% (2.4 acres) of the national monument.

Visitor Services and Development Zone

During the May to October visitor season, most visitor services such as information/orientation, NPS ranger-led interpretive talks, or sales by the cooperating association would be offered out of the stockade. The rest of the year, visitor information about the monument would be available at headquarters in Grand Marais only.

During the Isle Royale visitor season (mid-June to mid-September), the Isle Royale parking area west of the stockade along County Road 17 would remain open with Grand Portage staff assisting visitors taking the boat over to Windigo. The dock and Isle Royale boat would remain largely inaccessible to people with disabilities, but the National Park Service would continue to seek ways to make the dock more accessible.

County Road 17 would continue to bisect the national monument and serve the local community as a less dangerous, lower speed alternative route through the community to MN 61.

The visitor services and development zone would occupy approximately 0.4% (3.2 acres) of the national monument.

Interpretive Historic Zone

The interpretive historic zone would encompass all the historic resources that would be interpreted to the public or that provide the setting or landscape that would help visitors visualize what the Grand Portage looked like historically. This is the zone where visitors would be able to glimpse the northwestern frontier of the 1790s. In the no-action alternative this zone would overlap with the visitor services and development zone because, in the absence of a visitor information and orientation facility at Grand Portage, nearly all visitor information and orientation occurs in the stockade.

In the no-action alternative this zone is relatively small (1.1%, 7.7 acres) because the emphasis of the alternative would be on the interior of the stockade and the area immediately outside to the west. The landscape of the rest of the national monument would be maintained "as is" rather than restored to a more historic appearance.

Although the stockade and surrounding area would be maintained as at present, the National Park Service would make an effort to make the site more accessible to visitors with disabilities where the changes would not permanently impact site resources. Walkway materials and grades would be adjusted where possible, and alternative methods for interpreting inaccessible features would be designed.

The Great Hall would continue its multipurpose use as an area for visitor contact, interpretation, and sales. Major portions of the historic stockade landscape would not be restored; they would remain as archeological features. Interpretive exhibits, such as the gardens in and adjacent to the stockade, as well as the Ojibwe village / voyageur encampment, would remain within the historic stockade setting. Contemporary intrusions, such as County Road 17 as it passes the stockade, the NPS

Ranger station parking lot, the restrooms, the creek footbridge, and the dock would be left in their current locations.

Visitor safety and resource protection would be enhanced through the installation of the newest fire detection and suppression system available.

The former village site east of Grand Portage Creek would retain both aboveground and subsurface remnants of the early and mid 20th century landscape, including domestic, institutional, ceremonial, and public works resources. The present management approach focuses on preserving archeological resources and the routine stabilization or maintenance of extant features. There is minimal interpretation of the historic and contemporary Grand Portage community.

Cost

The estimated cost of this alternative would be more than \$2 million. See appendix C for assumptions made.

ALTERNATIVE B: FUR TRADE WITH MARITIME EMPHASIS

Concept

The concept of Alternative B was inspired by Grand Portage National Monument's rich maritime history and relatively undeveloped and unspoiled waterfront. The view toward Grand Portage Bay and Grand Portage Island, Hat Point, and the waters beyond has changed little since the days of the fur traders. Reconstructed historic buildings, a dock, and a rehabilitated landscape, combined with an expanded interpretive program of new exhibits and living history activities, would help visitors to understand and appreciate the significance and meaning of the fur trading post in the 1790s. Distinct from

ALTERNATIVES

other alternatives, Alternative B would bring a strong maritime interpretive emphasis focusing on Grand Portage's physical and historical relationship with Lake Superior.

The visitor season, during which the stockade and historic buildings would be open to the public, would be extended, with the stockade open to the public for seven months, and a new onsite heritage center open all year.

The heritage center would significantly enhance onsite interpretation through exhibits, educational sales, audiovisual programs, a research center with archives and library, and a demonstration shelter for interpretation and demonstration of traditional Ojibwe arts and culture. It would also provide visitor amenities such as parking, public washrooms, and areas for picnicking and cooperating association sales. During winter, with the stockade and its buildings closed, most onsite interpretation would shift to the heritage center, which would offer exhibits and visitor amenities.

Collections space would be designed to house collections at the Midwest Archeological Center but not the much larger collection housed at the Minnesota Historical Society.

A separate headquarters facility would be constructed in or near the national monument. County Road 17 would be adjusted within the Grand Portage National Monument to improve visitor safety.

The Grand Portage Band of Minnesota Chippewa and the national monument have a fundamental partnership under the Indian Self-Governance Act agreement, which includes operations, particularly maintenance. Other partnership efforts with the Band involve resource management, interpretation, and possibly museum curation. No changes would be made to that agreement. The national monument would continue to work closely with the Minnesota Historical Society, particularly in

the area of collections, archives, and historic preservation. To a limited degree, the national monument also would cooperate on interpretation with Minnesota's Grand Portage State Park and Departments of Tourism and Transportation.

Measures that could be taken to achieve the Alternative B goals are embodied in the management prescriptions presented below. These are shown on the accompanying maps and summarized in table 4, "Comparison of Alternatives," at the end of this chapter.

Primitive Trail Zone

The primitive trail zone would encompass approximately 1.4% (9.8 acres) of the national monument. The zone would be minimally maintained for visitor safety and use but would have a semblance of its historic appearance. There would be no new trails. Any interpretation of features in this zone would be carried out through brochures or by interpretive NPS ranger talks at the stockade.

Archeological features would be identified and protected. Wheeled or motorized access to this zone would continue to be strictly limited.

In an effort to restore historic forest cover, maintain safety, and prevent dangerous levels of fuel loading, the National Park Service would carry out selective use of prescribed fire, hand-piling and burning of woody fuel, suppression of invasive exotic plants, removal of hazard trees, and other manipulation of vegetation in this zone.

The goal for trails would be the same as in Alternative A, to offer a primitive trail experience providing a glimpse into a voyageur's labors and landscape.

Recreation Zone

The recreation zone in Alternative B would make up approximately 0.2% (1.5 acres) of the national monument. There would be no major change in the management of this zone. Fort Charlotte campsites would be maintained to offer an aesthetically pleasing yet primitive camping experience. The rugged character reminiscent of the historic period would be retained.

The Mount Rose trail, a 0.5-mile, relatively steep, paved walkway with a number of switch backs, handrails, and overlooks, would become a loop trail with an extension to the new heritage center. That trail would be maintained to its present standard.

Resources Trust Zone

The resources trust zone would be primarily an “archeological data bank” — an area managed to protect unexcavated archeological resources. However, this zone would also be used to protect wetlands or areas containing rare species habitat. As such, its resources would be interpreted only indirectly, through brochures or NPS ranger talks. Although visitors would not be prohibited in this zone, there would be little reason for them to seek it out. No trails would be developed in this zone, although the Mount Rose trail would be removed from this zone and, as described above, would be converted to a loop trail. The resources trust zone in Alternative B would encompass about 95.3% (676.6 acres) of the national monument.

Historic Fort Charlotte would continue to be managed as an archeological landscape under Alternative B. Subsurface features would continue to be preserved in situ as a resource data bank. The only landscape feature is a historic stone monu-

ment memorializing the trail, its preservation, and Fort Charlotte as an embarkation point. Maintenance would be focused mainly on keeping the site clean. Access to Fort Charlotte would be upgraded with better signs and wayside exhibits and a new interpretive brochure. This would allow visitors to learn about Fort Charlotte’s significance to the fur trade.

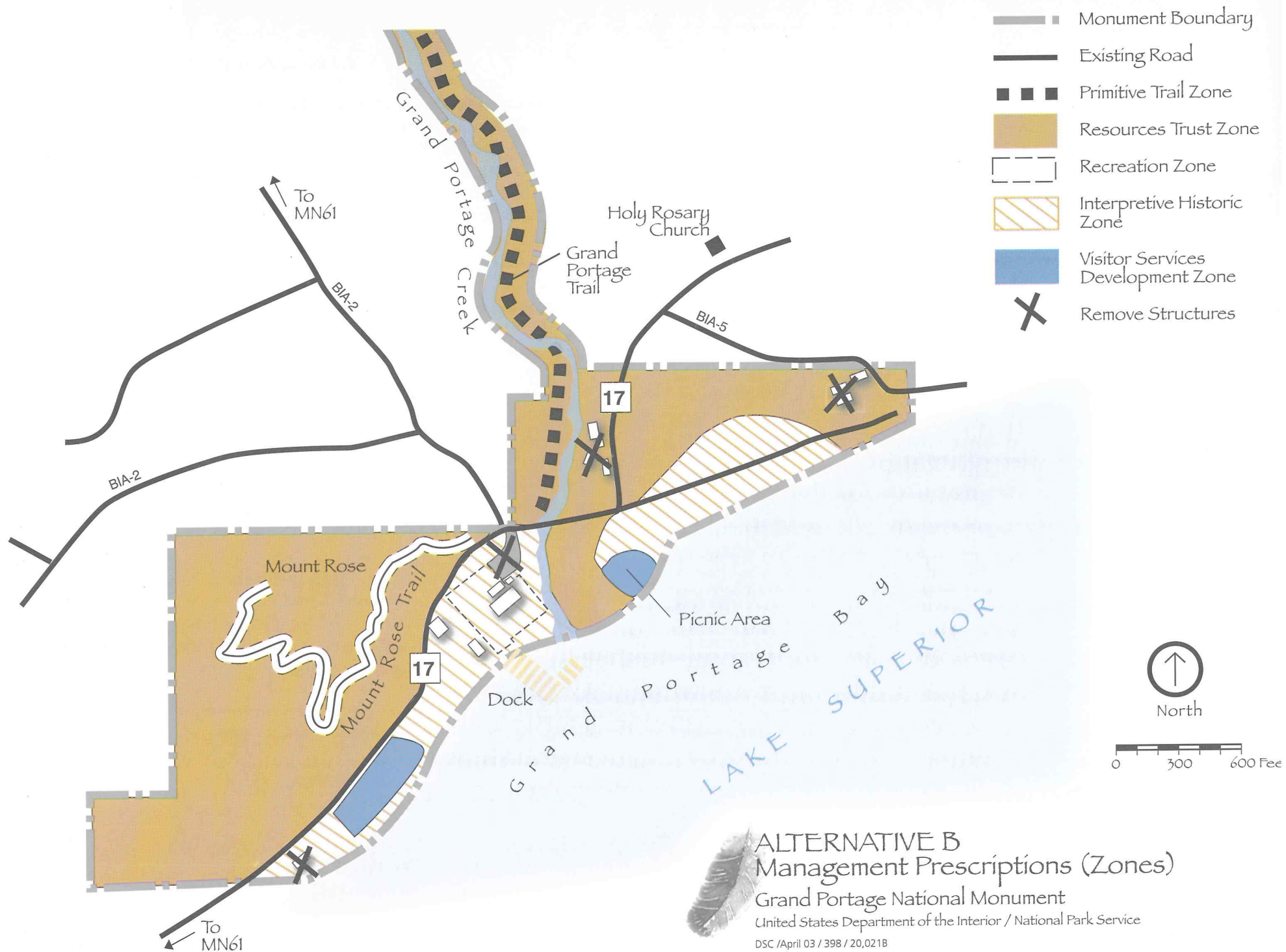
The objectives and methods of manipulating vegetation in this zone would be similar to those used in the primitive trail zone. There would be little emphasis on removing hazard trees and trail obstructions, but similar emphasis on removing dangerous fuels, suppressing invasive exotic plants, and restoring historic forest cover.

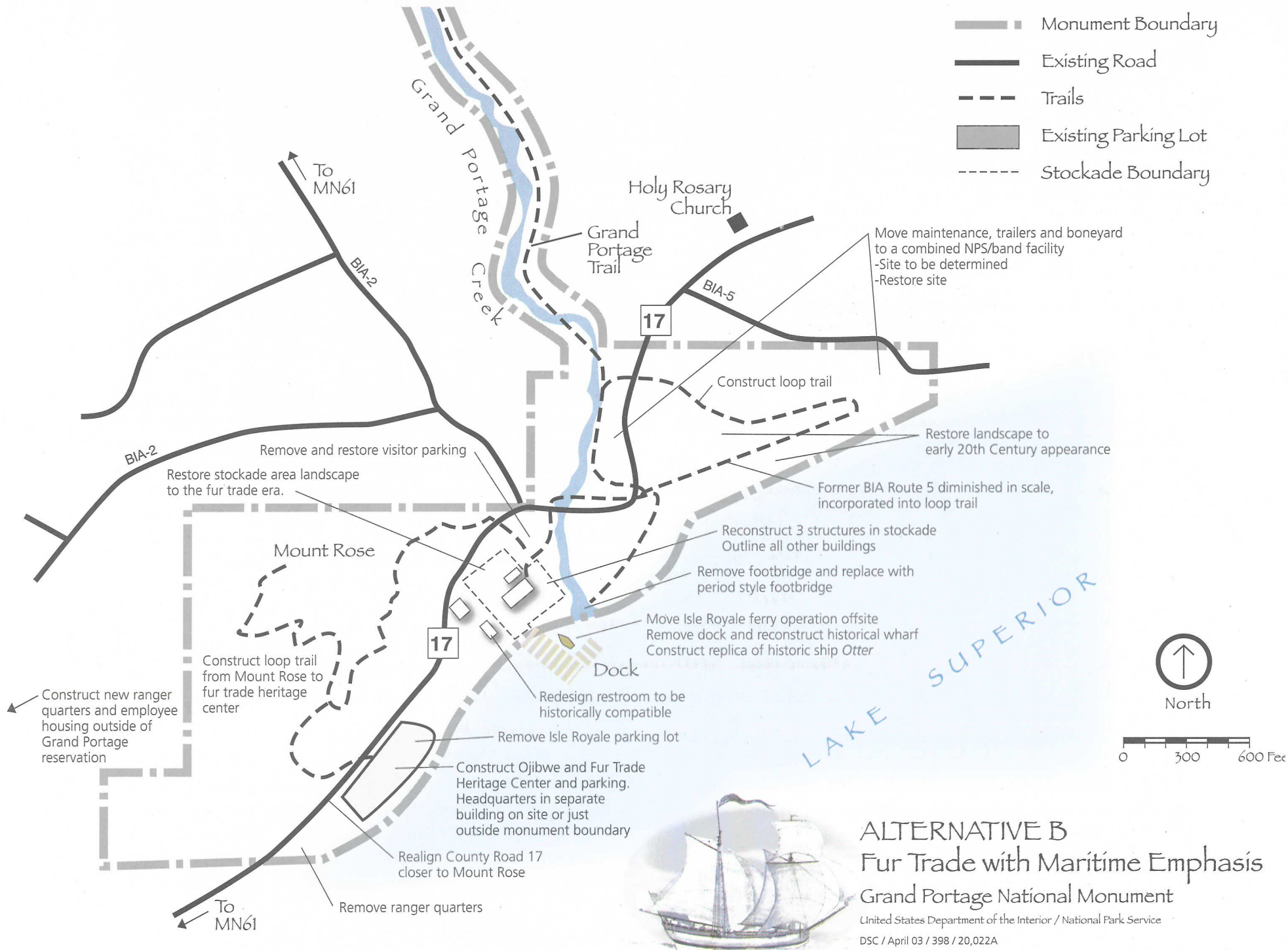
Maintenance / Park Operations Zone

No maintenance / park operations zone would be necessary in Alternative B because all facilities that would make up such a zone would be provided outside the monument boundary.

The Grand Portage National Monument headquarters would be built on Grand Portage Band land near the national monument, and it would be separate from the heritage center. Museum collections would be stored at the headquarters facility. The maintenance area would be a combined facility of the national monument and the Grand Portage Band of Minnesota Chippewa, which would be built on the Band lands just outside national monument boundaries. The shared facilities would be designed to meet the unique needs of both entities, such as covered vehicle storage, office space, service bays, shops, and materials storage (boneyard).

In alternative B, staff size would grow because of the increase in services and infrastructure. Further, because rental housing is scarce and expensive; the national monument must provide





ALTERNATIVE B

Fur Trade with Maritime Emphasis

Grand Portage National Monument

United States Department of the Interior / National Park Service
DSC / April 03 / 398 / 20,022A

ALTERNATIVES

additional housing for seasonal and permanent staff. If possible, housing should be leased in Grand Portage, where employees can become part of the Reservation community. Or, if necessary, housing could be constructed on lands that could be transferred from the U.S. Forest Service (and thus off the Reservation). The NPS ranger quarters would be removed to an off-monument site, as well.

Visitor Services and Development Zone

The Isle Royale ferry operation would be moved offsite to allow for dock removal and construction of a more historically compatible wharf. Parking for the Isle Royale ferry also would be moved.

A heritage center would be constructed on national monument grounds, most likely at the Isle Royale parking area. This facility would be open 7 months of the year and would function as a place of information/orientation covering site history and the culture and heritage of the Ojibwe people of Grand Portage. During the visitor season this structure would provide exhibit space and demonstrations of Ojibwe arts and culture, complementing the historic stockade.

To allow construction of the heritage center nearer the shoreline, County Road 17 would be realigned to be closer to Mount Rose. Visitors would be able to park at the heritage center and walk to the stockade without crossing any roads. Removing all paving materials and replanting parts of the former roadbed with native plants would rehabilitate the landscape. Pedestrian trails and/or access roads for maintenance staff could be provided along the routes of the former roads. After the NPS ranger station and the parking lot were removed, the area would be replanted to create a more historic appearance, including a historic encampment area north of the stockade.

In Alternative B, the visitor services and development zone would occupy about 0.7% (5.1 acres) of the national monument.

Interpretive Historic Zone

The interpretive historic zone under alternative B would be larger than in Alternative A; it would occupy 2.4% (17 acres) of the national monument. The zone would include lakefront areas to the east and west of the stockade and would focus on the stockade and the adjacent Lake Superior waterfront. A series of interpretive exhibits and activities along the waterfront would emphasize Grand Portage's maritime history.

Visitors would approach the stockade from the new heritage center to the west, entering through a bustle of maritime activity around the lakeside gate just as newly arrived fur traders would have done. The modern dock would be removed and replaced with a more accurate wharf for the period of the 1790s. The nearby wooden pedestrian bridge over Grand Portage Creek would be removed, and one more historically appropriate for the period would be reconstructed. A restroom/generator facility along the west palisade would be redesigned to fit into the historic setting, and the emergency generator would be removed to the heritage center. The open space created by removing the NPS ranger station and parking lot would provide a more authentic setting for the stockade. Temporary interpretive programs could be expanded into this space.

Replicas of small historic watercraft and associated activities such as fishing, cargo handling, warehousing, boat and canoe building, and maritime transportation would populate Grand Portage's historic waterfront to illustrate the maritime relationship between site history and geography. Exhibits at the heritage center would support this emphasis, with additional

interpretation of Lake Superior and connecting waterways as well as maritime aspects of the fur trade. Exhibits could include a diorama showing the fort, the dock, buildings, offshore supply ships and canoes, and a reconstructed North West Company historic vessel, *Otter*. Expanded canoe programming would include programs on canoe construction and offer visitors firsthand experience in using canoes along the waterfront and bay.

Alternative B would result in substantial improvement to the existing stockade. At least three additional structures would be reconstructed to create more interpretive exhibit space and to help visitors visualize the variety, scale, and number of structures in the stockade. A reconstructed manager's residence, a trading store, a carpenter/cooper's shop, and possibly other residential, shop, and warehouse structures would reflect the stockade's appearance and serve as a material interpretive focus for themes such as pioneering tradesmen and their craft, local trading between area Ojibwe and post clerks, and overwintering at the site. New structures would make it possible to offer more diversified stories to visitors. These selected structures, which provided essential support services to fur trade vessels, would enhance maritime interpretation of the site.

Structures not rebuilt could be outlined on the ground. Reconstructions and outlined structures would act as large-scale interpretive exhibits. A landscape rehabilitation based on sound research would incorporate a program of vegetation management to restore historic views and small-scale features as appropriate. This would allow visitors to experience a more authentic environment both inside and outside the palisade walls.

This alternative would result in only minor changes to the late 19th and early 20th century Grand Portage village site to the northeast of the stockade. While its associated landscape and archeological features would be more broadly interpreted

through wayside exhibits, no attempts to reconstruct missing elements or remove remnant features would occur; archeological resources would be preserved in situ. The existing grove of pines would not be retained; instead, it would be allowed to evolve into a more naturalistic vegetative buffer to screen modern development. The mown character of the picnic area would be reduced, and scrub vegetation would be allowed to reestablish itself at the perimeter. Although it would remain a picnic area, special events encampment, and open space, it would provide a somewhat natural setting that would better represent the site's unkempt appearance during the fur trade.

The preservation of existing vegetation would help screen the reconstructed stockade area from modern intrusions. Vegetation management in this zone could also include selectively using prescribed fire, suppressing invasive exotic plants, removing hazard trees, and hand-piling and burning woody fuel in an effort to maintain the historic appearance of the area. Former BIA Route 5 (the boneyard road), which runs through the old village area, would remain, but it would be diminished in scale and incorporated into an interpretive walking trail. Vehicles might use the road occasionally as a special events service road.

The lower part of the portage trail would be restored as close to historic conditions as possible while becoming further accessible. The area surrounding the trail where the housing and maintenance buildings were located would be restored. This might include grading, planting of vegetation, and some excavation to install wayside exhibits. The lower restored part of the trail would be designed to offer visitors with time constraints a small example of what the portage was like.

Cost

The estimated cost to implement Alternative B would be \$17–23 million. See appendix C for assumptions made.

ALTERNATIVE C: FUR TRADE AND OJIBWE HERITAGE

Concept

Alternative C would offer a multifaceted visitor experience with three areas of visitor focus. During the seven-month visitor season, the major point of interest in Grand Portage National Monument would be the stockade, with several new reconstructed structures and interpretive exhibits. A new facility, which would combine national monument headquarters, a museum complex, and a heritage center, would be built north of the intersection of MN 61 and County Road 17 in cooperation with the Grand Portage Band. The heritage center / headquarters, designed to attract travelers on MN 61, would be open year round. The third area of focus would be an Ojibwe Cultural Demonstration Shelter, which would tell visitors a contemporary story based in Ojibwe crafts and culture.

The headquarters / heritage center would act as a fee collection facility, a visitor orientation site, and a museum of the site's fur trade history. It would include exhibit space, educational materials sales area, and an archives-library for research and reflection. During an expanded summer season, visitors probably would spend minimal time here, with most of their time at the stockade or the Ojibwe Cultural Demonstration Shelter. However, the rest of the year, when the other two facilities were closed, the heritage center, with expanded interpretation, would constitute most of a visitor's experience in Grand Portage National Monument.

Working with the Grand Portage Band, the National Park Service would seek to reroute all of County Road 17 to eliminate traffic within the heart of the national monument. The Isle Royale parking lot would remain, but the stockade parking lot and the NPS ranger station would be removed to provide a more accurate setting for the stockade.

Alternative C would offer a greater degree of active interpretation than any of the other alternatives; it would encompass pre-European history and contemporary activities. In keeping with this focus, the heritage center would increase its archival and library resource materials to meet public interest in Ojibwe and fur trade heritage.

The cooperative partnership between the Grand Portage Band of Minnesota Chippewa and the national monument would be strengthened with the location of the heritage center off MN 61 on lands leased from the Grand Portage Band of Minnesota Chippewa. A much smaller Ojibwe Cultural Demonstration Shelter would be on national monument lands. The working relationship with the Minnesota Historical Society in the areas of collections, archives, and historic preservation would continue. The partnerships with Minnesota's Grand Portage State Park and Departments of Tourism and Transportation would increase should they agree to participate in the construction or operation of the heritage center facility.

Measures that could be taken to achieve the alternative C goals are embodied in the management prescriptions presented below. These are shown on the accompanying maps and summarized in table 4, "Comparison of Alternatives."

Primitive Trail Zone

The primitive trail zone would encompass approximately 1.4% of the national monument (9.8 acres). This zone would continue to be minimally maintained for visitor safety and use, with a continuing semblance of its historic appearance. There would be no new trails. Any interpretation of features within this zone would occur through brochures or interpretive ranger talks at the stockade. Archeological features would be documented and protected. Wheeled or motorized access to this zone would continue to be strictly limited.

The upper part of the portage trail would enable visitors to sense the hard-laboring and spirited experience of the voyageurs and the difficulty of using the trail.

In an effort to restore historic forest cover, maintain safety, and prevent dangerous levels of fuel loading, management practices in this zone could include selective use of prescribed fire, hand piling and burning of woody fuel, suppressing invasive exotic plants, removing hazard trees, and other manipulation of vegetation.

Recreation Zone

The recreation zone would occupy about 0.2% (1.5 acres) of the national monument. The Fort Charlotte campsites would be upgraded to offer a primitive, yet more aesthetically pleasing, camping experience, but no new Fort Charlotte campsites would be added. Maintenance would focus on keeping the camping area, a part of the historic Voyageur Highway, attractive. Several new wayside exhibits or brochures would enable campers and other visitors to learn about the significance of Fort Charlotte to the fur trade.

The 0.5-mile Mount Rose trail, with its steep, paved surface, handrails, switchbacks, and overlooks, would be maintained in its present condition. Archeological resources would be protected in the recreation zone, which would retain its rugged character reminiscent of the historic period.

A brochure would be designed to give general information about the Grand Portage National Monument and its history to visitors coming by canoe out of the Boundary Waters Canoe Area. The brochure could also give logistical information needed by canoe travelers.

Resources Trust Zone

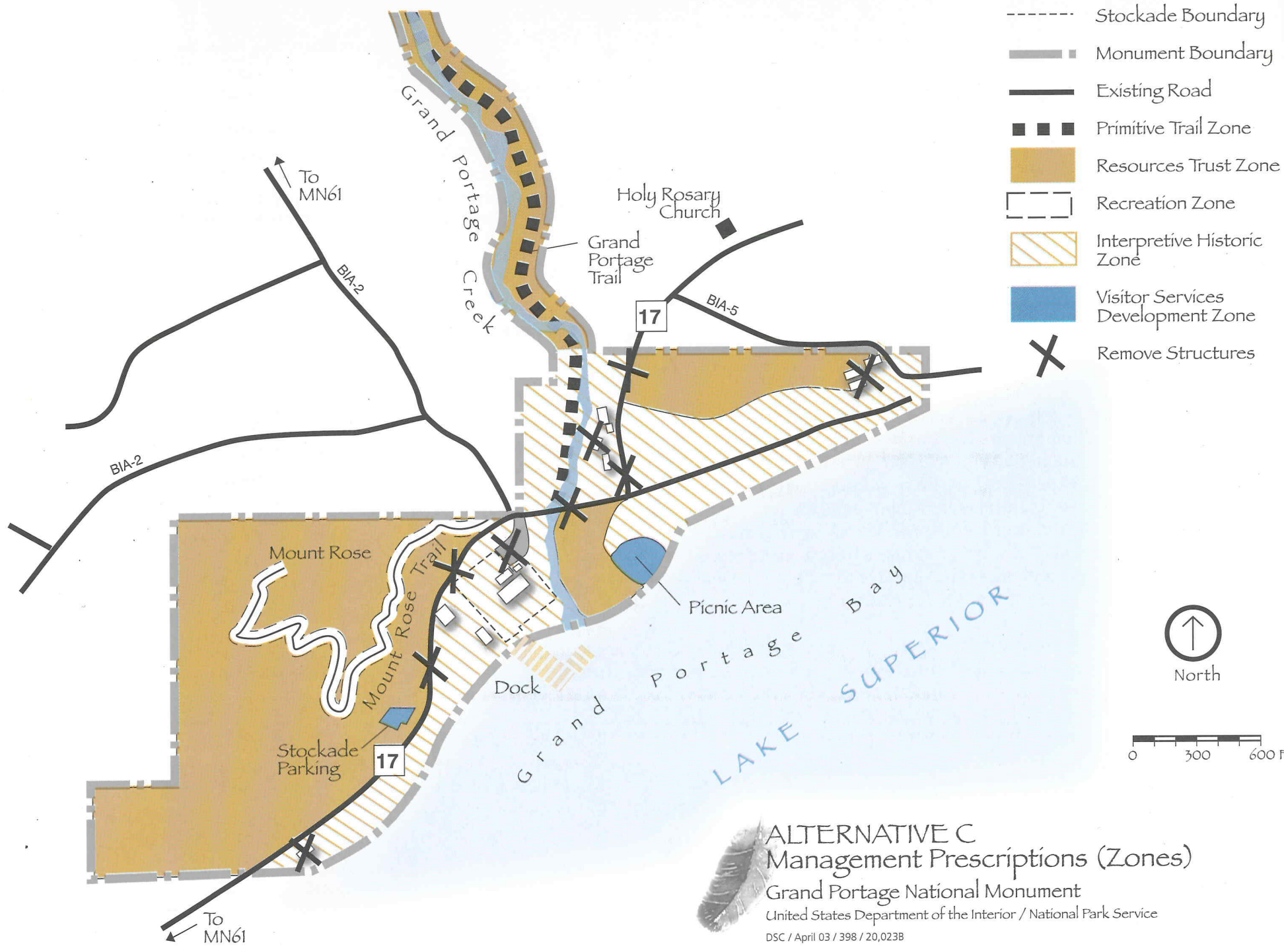
The resources trust zone would be primarily an “archeological data bank” — an area managed to protect unexcavated archeological resources. However, this zone would also be used to protect wetlands or areas containing rare species habitat. As such, its resources would be interpreted only indirectly, through brochures or NPS ranger talks. Although visitors would not be prohibited in this zone, there would be little reason for them to seek it out. No trails would be developed in this zone. The resources trust zone would encompass about 94.8% (672.8 acres) of the national monument.

Historic Fort Charlotte would continue to be managed as an archeological landscape. Subsurface features would continue to be preserved in situ as a resource data bank and for inventory and monitoring purposes. The only notable built feature is a historic stone monument commemorating the site.

The objectives and methods of the manipulation of vegetation in the resources trust zone would be similar to those described for the primitive trail zone regarding removing dangerous fuels, suppressing invasive exotic plants, and restoring historic forest cover. However, little emphasis would be placed on removing hazard trees and trail obstructions.

Maintenance / Park Operations Zone

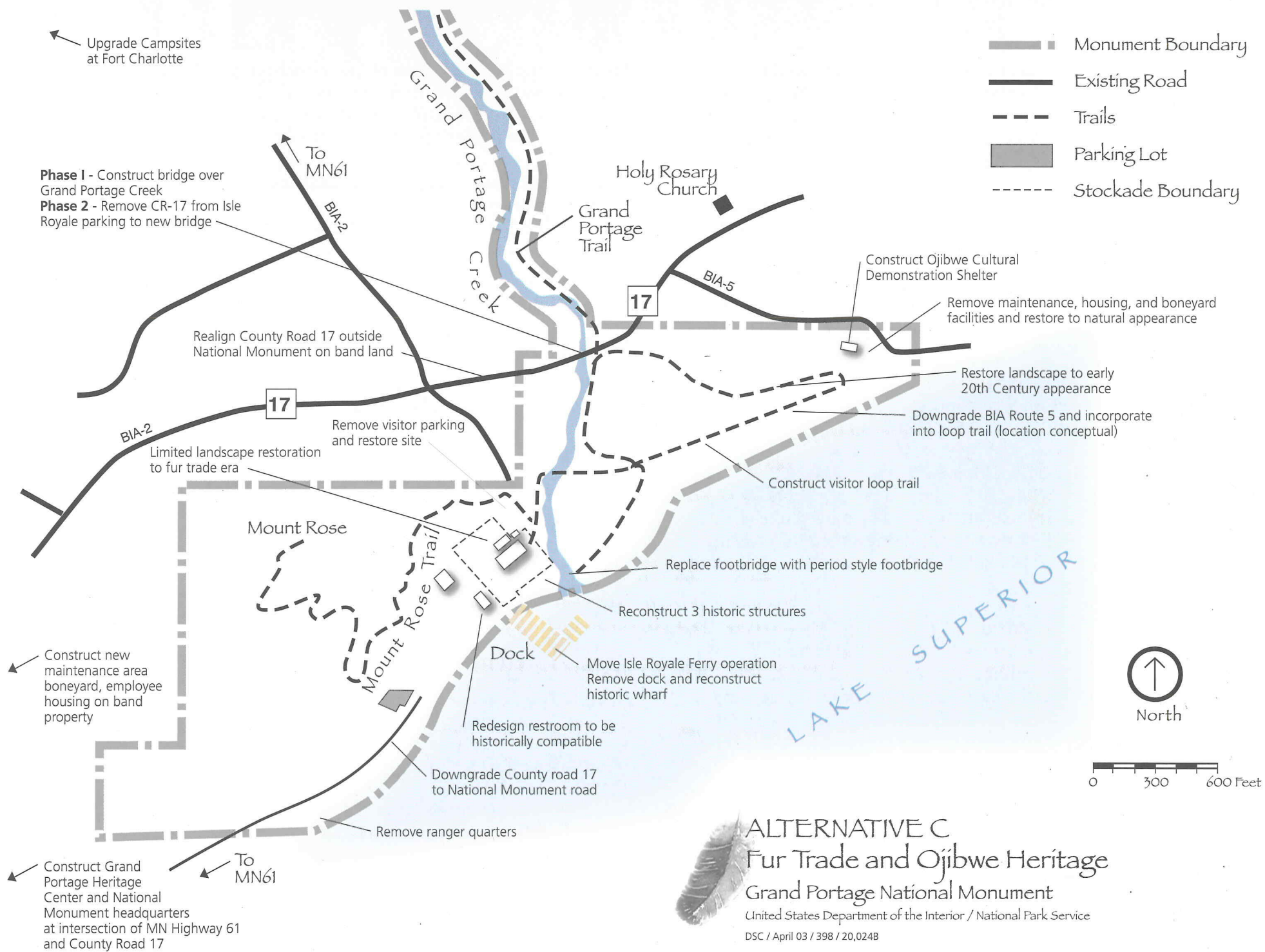
There would be no maintenance / park operations zone in Alternative C because all maintenance and park operations would be removed from the lands of Grand Portage National Monument.



ALTERNATIVE C Management Prescriptions (Zones)

Grand Portage National Monument
United States Department of the Interior / National Park Service

DSC / April 03 / 398 / 20,023B



ALTERNATIVES

The national monument headquarters, which would be combined with the heritage center, would be built on lands of the Grand Portage Band of Minnesota Chippewa at the intersection of MN 61 and County Road 17. Museum collections also would be stored in this building.

Maintenance operations and employee housing would be outside the national monument boundary, on lands owned by the Grand Portage Band, possibly on the flanks of Mount Rose. In this alternative, staff size would grow because of the increase in services and infrastructure. Further, because rental housing is scarce and expensive, the national monument would provide additional housing in Grand Portage for seasonal and permanent staff. The maintenance boneyard would also move to this location so that the existing site could be restored. The NPS ranger quarters at the main entrance would be removed.

Visitor Services and Development Zone

The Isle Royale ferry operation would be moved offsite to allow for removing the dock and constructing a more historically compatible wharf. Parking for the Isle Royale ferry also would be moved.

County Road 17 would be realigned around Mount Rose in two phases. The first phase would include construction of a bridge over Portage Creek connecting BIA Route 2 with existing County Road 17 on the east side just north of the existing maintenance area. The second phase would involve rerouting County Road 17 around Mount Rose west of the national monument to connect with BIA 2. From the national monument's west boundary to the current Isle Royale parking area, County Road 17 would be downgraded to a road for national monument use only. The main visitor entrance to the stockade would be through the lake gate rather than the present gate near the parking lot. The parking area would accommodate

visitor parking during times of low visitation; at other times, a shuttle service from the heritage center to the stockade could be implemented. The asphalt road surface would be removed, leaving a universally accessible surface of mixed soil and gravel. The road could also be narrowed to approximately 12 feet to permit the passage of NPS vehicles. The road edge would be planted with native grasses and forbs as part of the overall rehabilitation of the landscape north of the stockade. The visitor services and development zone would occupy about 1.2% (0.2 acre) of the national monument.

Interpretive Historic Zone

In Alternative C the interpretive historic zone, consisting of the stockade, its immediate surroundings, and a portion of the 20th century Grand Portage Village site, would occupy 3.5% (24.7 acres) of the national monument. Efforts in this zone would be focused on improving the historic accuracy of the stockade setting to better represent its character during the fur trade era. Development east of Portage Creek would be limited so that the historic and contemporary Grand Portage community could be fully interpreted.

After the housing area and maintenance buildings were removed, approximately 600 feet of the lower part of the portage trail would become a portion of a loop trail 0.75 miles long to the 20th century Ojibwe village site. It would be restored to its historic appearance and managed to give visitors a sense of the vegetation historically present along the portage. Interpretive media would be increased to explain the portage to more hikers along the lower portage. Trail maintenance would be upgraded to improve access. This might include grading to provide universal access, planting of vegetation, and some excavation to install wayside exhibits.

An accessible interpretive loop trail, which would connect the stockade, the portage trail, and the 20th century village site, would lead to resources related to the Grand Portage community. Wayside exhibits would be added to the village site to interpret the remnant landscape features, such as historic plant cultivars, the Civilian Conservation Corps (CCC) bridge and pine grove, and numerous archeological resources. All above-ground and archeological features would be protected through a program of active maintenance. The area west of the stockade would continue to be used for historic cultural demonstrations, and a small shelter would be added at the village site for contemporary cultural demonstrations. With the permission of the Grand Portage Band, the trail could be extended into the community to include the Holy Rosary Church and other significant landmarks in the contemporary village.

The stone bridge would remain as a walkway. The boneyard road (old BIA Route 5) would be downgraded to a pathway leading to the Ojibwe Cultural Demonstration Shelter. Visitor parking in front of the stockade and the existing maintenance/housing area would be removed so that the landscape could be restored.

Nonhistoric roads, the parking lot, and the NPS ranger station would be removed, and that area would be rehabilitated to provide an open, meadow-like setting for the stockade. This open space could be used for interpretive programs and exhibits such as the Ojibwe Village, the Ojibwe and North West Company gardens, and the voyager encampment.

The Isle Royale dock would be removed and replaced with a wharf more appropriate to the historic period. Replicated small craft from the fur trade era, including bateaux, mackinaw boats, and canoes, would be exhibited near the new wharf or in the stockade. The siding on the restroom/generator facility would be replaced to be more visually congruent with the historic setting, and the footbridge over Portage Creek would

be replaced with one more historically appropriate. The National Park Service would offer information about commercial and subsistence fishing, canoe building and paddling programs, and historic small boats used at the site, such as bateaux and mackinaw boats.

Alternative C, like Alternative B, would substantially improve the historic appearance and interpretive value of the existing stockade. Three additional structures — a fur trading store, a carpenter/cooper's shop, and interpreters' and guides' quarters — would better reflect the stockade's original crowded appearance and provide a material interpretive focus for themes such as aboriginal, geographical and technological knowledge, local trading between Ojibwe and post clerks, continental exploration, and craftsmanship. New structures would make it possible to offer more diversified, less elitist stories and a richer complement of interpretive themes to visitors. These newly constructed buildings and a greater number of outlined features would serve as large-scale interpretive exhibits.

The integrity of the cultural landscape would be further enhanced by shifting the main visitor entrance from the north to the more historically accurate "lake" (west) side. In addition, small-scale features would be restored, and a program of vegetation management would be initiated to make the setting more authentic and restore views of the stockade.

The objectives and methods of manipulating vegetation in the interpretive historic zone would be similar to those described for the primitive trail zone, with greater emphasis on removing hazard trees, dangerous fuels, and trail obstructions, suppressing invasive exotic plants, and restoring historic forest cover.

As one stop along the loop interpretive trail, development at the village site would be upgraded. With the cooperation of the Grand Portage Band, the trail could extend to sites within the contemporary village. Seasonal cultural demonstrations would

ALTERNATIVES

be held at the site, with year-round interpretations of Ojibwe lifeways taking place at the heritage center and within the village when possible.

After the housing and maintenance areas were removed from the southern end, the part of the portage trail in the primitive trail zone that runs through the current housing/maintenance area would be partially restored to its historic appearance. Vegetation would be added to recreate the corridor, and the alignment would be restored, but the surface would be upgraded to allow universal access. Interpretation of the portage would be expanded with revised or new wayside exhibits set along the trail.

Cost

The estimated cost of Alternative C would be more than \$17 million. See appendix C for assumptions made.

ALTERNATIVE D: HERITAGE CENTER FOCUS

Concept

A large multifunctional Grand Portage heritage center and national monument headquarters would be constructed north of the intersection of MN 61 and County Road 17. It would be designed to attract visitors from the highway and provide a multimedia interpretive/educational glimpse into the history of the Grand Portage and its inhabitants. The heritage center would feature museum exhibits, live demonstrations of Ojibwe crafts, films on various aspects of life at Grand Portage, interactive displays, sales of educational materials, access to archival and library resources via computer terminals, and interpretive talks. Visitors would be able to gain a comprehensive understanding of the site before reaching the stockade,

where costumed interpreters would supplement and personalize the visitor experience. No additional structures would be rebuilt. During the five months when the stockade was closed, visitors still would be able to gain a comprehensive understanding of Grand Portage National Monument.

All maintenance and operations facilities would be removed from the national monument. Only a small parking area for visitors to the stockade would remain.

On the northeast side of the national monument, BIA route 2 on the north side of Mount Rose would be connected to County Road 17 by a bridge over the portage and Portage Creek. This would make it possible to vacate the part of County Road 17 from the CCC bridge just east of the stockade, north and east to Holy Rosary church immediately outside the northeast boundary, and use it as a trail.

The cooperative partnership between the Grand Portage Band of Minnesota Chippewa and the national monument would be strengthened by locating the heritage center on lands leased from the Grand Portage Band. The working relationship with the Minnesota Historical Society in the areas of collections, archives, and historic preservation would continue. The partnerships with Minnesota's Grand Portage State Park and Departments of Tourism and Transportation would increase should they agree to participate in the construction or operation of the heritage center facility.

Measures that could be taken to achieve the Alternative D goals are embodied in the management prescriptions presented below. These are shown on the accompanying maps and summarized in table 4, "Comparison of Alternatives," at the end of this chapter.

Primitive Trail Zone

The primitive trail zone would encompass about 1.4% of the national monument (8.8 acres) under Alternative D. The zone would be minimally maintained for visitor safety and use while still having a semblance of its historic appearance. No new trails would be added. Any interpretation of features in this zone would be accomplished through brochures or interpretive NPS ranger talks at the stockade or the Grand Portage heritage center. Archeological features would be identified and protected. Wheeled or motorized access across this zone would be strictly limited to designated crossings. The portage trail would enable visitors to gain a sense of the wilderness experience of the voyageurs and the difficulty of using this area in that time.

Recreation Zone

The recreation zone would occupy approximately 0.2% (1.5 acres) of the national monument. The Fort Charlotte campsites would be maintained to provide an aesthetically pleasing yet primitive camping experience. The 0.5-mile Mount Rose trail, relatively steep and paved, with switchbacks, handrails, and overlooks, would be maintained in its present condition.

Maintenance would focus on keeping the camping area attractive. Archeological resources would be protected, and the site would retain its rugged character reminiscent of the historic period.

Resources Trust Zone

In Alternative D the resources trust zone would be primarily an "archeological data bank" — an area managed to protect unexcavated archeological resources. However, this zone also would be used to protect wetlands or areas containing rare species habitat. As such, its resources would be interpreted

only indirectly, through brochures or NPS ranger talks. Visitors would not be prohibited in this zone, but there would be little reason for them to seek it out. No trails would be developed in this zone. The resources trust zone would encompass about 96.8% (687.4 acres) of the national monument.

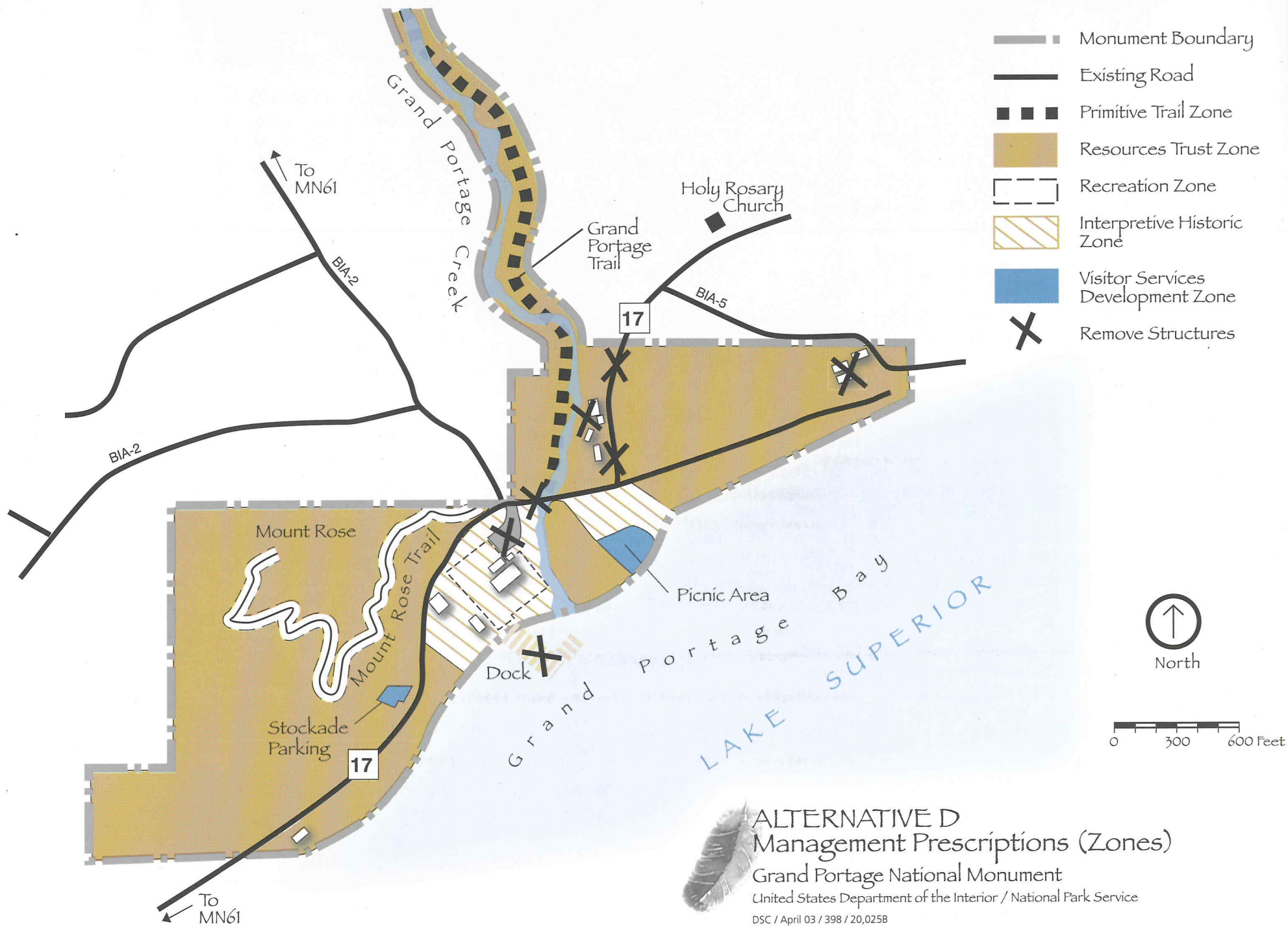
Historic Fort Charlotte would continue to be managed as an archeological landscape under Alternative D. Subsurface features would continue to be preserved in situ as a resource data bank. The only landscape feature is a historic stone monument commemorating the site. The maintenance focus would be mainly on keeping the site clean, with slightly upgraded access and very few new wayside exhibits. This would give visitors an opportunity to learn about the significance of Fort Charlotte to the fur trade.

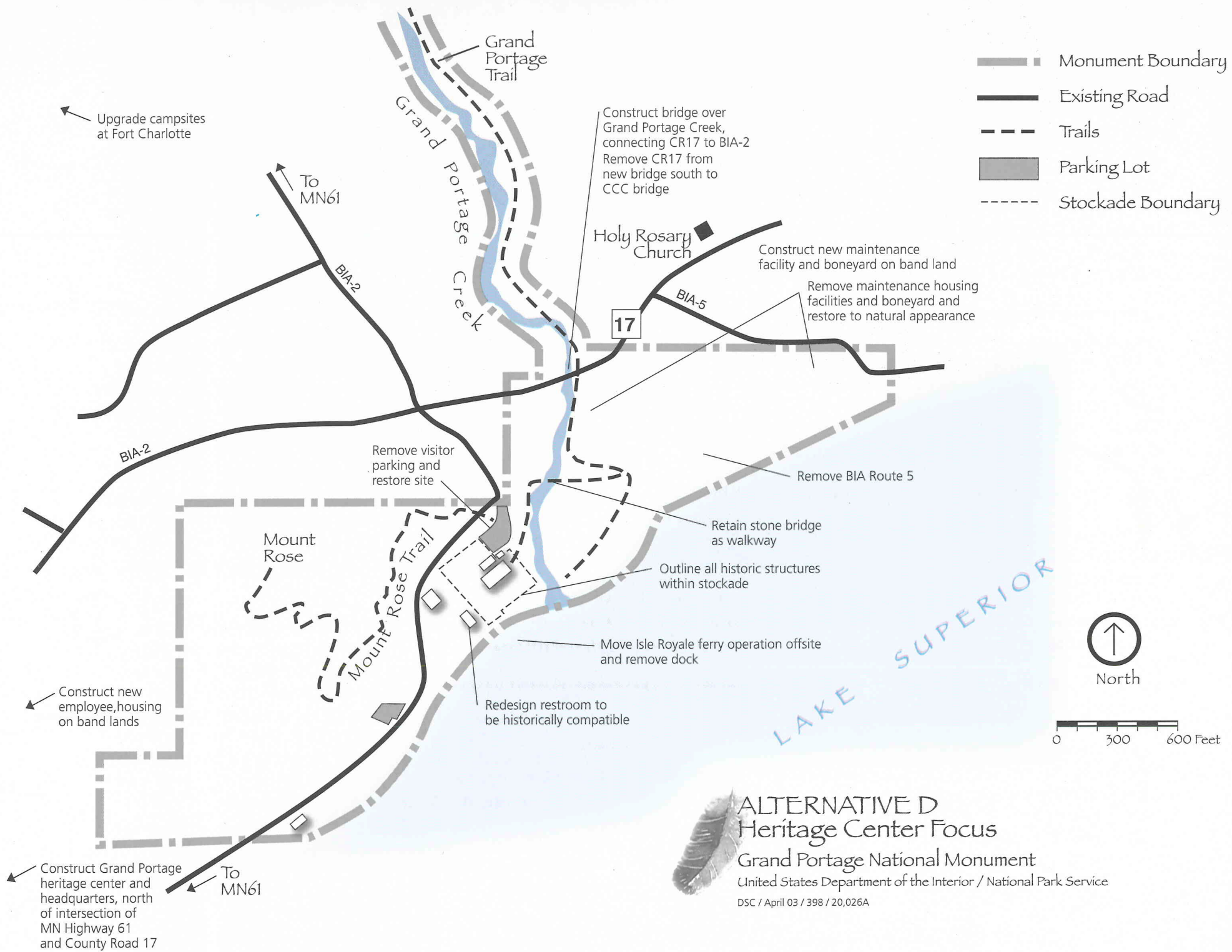
Maintenance / Park Operations Zone

There would be no maintenance / park operations zone in Alternative D because all maintenance and park operations would be removed from the national monument.

National monument headquarters would be constructed along MN 61 as a part of the Grand Portage heritage center. Museum collections would be stored in that facility. Ranger quarters and other housing would be constructed just outside the national monument boundary, on lands owned by the Grand Portage Band. In this alternative staff size would grow because of the increase in services and infrastructure. Further, because rental housing is scarce and expensive, the national monument would provide additional housing in Grand Portage for seasonal and permanent staff.

The maintenance area would be outside the national monument boundary, on lands owned by the Grand Portage Band, possibly on the flanks of Mount Rose. The maintenance boneyard also would be moved to this location so that the existing





ALTERNATIVES

site could be restored. The NPS ranger quarters at the main entrance would be removed.

Visitor Services and Development Zone

Parking for the Isle Royale ferry would be moved offsite to a new location, and the existing site would be redesigned for stockade parking.

County Road 17 would be realigned on the northeast side of the national monument to connect with BIA Route 2 by way of a bridge over the portage trail and Portage Creek. This would make it possible to vacate County Road 17 from the CCC bridge just east of the stockade to approximately Holy Rosary Church on the northeast boundary. The Isle Royale parking area would remain to accommodate visitor parking during times of low visitation; at other times, a shuttle service from the heritage center to the stockade could be implemented.

The asphalt road surface would be removed, leaving a universally accessible surface of mixed soil and gravel, and the road could be narrowed to approximately 12 feet to permit the passage of NPS vehicles. The road edge would be planted with native grasses and forbs as part of the overall rehabilitation of the landscape north of the stockade.

The stone bridge would remain as a pedestrian bridge. The boneyard road (old BIA Route 5) would be removed and the landscape restored.

The visitor services and development zone would occupy about 0.2% (1.2 acres) of the national monument.

Interpretive Historic Zone

The interpretive historic zone, which would be made up of the stockade and its immediate surroundings, would occupy 1.4% (10.1 acres) of the national monument. Because the focus of Alternative D would be maximizing interpretive programs in a new visitor-oriented facility, few changes would be made to the stockade, the surrounding landscape, or the former Grand Portage village site.

Landscape restoration, which would be limited to areas where roads or park operations, such as the maintenance shop, had been removed, would involve removing all paving materials and replanting portions of the roadbed with native plants. The former roads could become pedestrian trails or access roads for the maintenance staff.

Visitor parking in front of the stockade and the existing maintenance/housing area would be removed so that the landscape could be restored. To enable everyone to have an experience of the historic portage, a loop trail accessible to people with disabilities would be created from the stockade a short distance up the portage trail.

Because contemporary Ojibwe culture and maritime history would be interpreted at the new heritage center, few changes would be needed in the stockade or the village site. Sixteen buildings in the stockade area would be outlined on the ground. This would make it possible for visitors to have a sense of the historic scale of fur trade operations. Visitor contact, sales, and additional interpretive programs would be shifted to the new heritage center. The Great Hall would be used solely for interpreting the fur trade. The main entrance would be shifted from the north to the west (lakeshore gate), and the demonstration shelter west of the stockade would be enlarged to better accommodate the voyageur encampment and the Ojibwe village.

The siding on the restroom/generator facility would be replaced to be more visually congruent with the historic setting. Extant features from the 20th century village would be more broadly interpreted through wayside exhibits. No attempt would be made to reconstruct missing elements or remove remnant features. Aboveground and archeological resources would be preserved in situ. The current picnic area and open space would be retained, as would contemporary features such as the bridge over Portage Creek.

The Isle Royale ferry operation would be moved offsite to allow for dock removal and construction of a more historically compatible wharf. After the housing area and maintenance buildings were removed, the lower part of the portage trail would become a portion of a loop trail to the 20th century Ojibwe village site. The area would be restored to its historic appearance and managed to give visitors a sense of the vegetation historically present along the portage. Interpretive media would be increased to explain the portage to more hikers along the lower portage. Trail maintenance would be upgraded to improve access. This might include grading, planting of vegetation, and some excavation to install wayside exhibits.

The objectives and methods of manipulating vegetation in the interpretive historic zone would be similar to those described for the primitive trail zone, but greater emphasis would be placed on suppressing invasive exotic plants, removing hazard trees, dangerous fuels, and trail obstructions, and restoring historic forest cover.

Alternative D would result in only minor changes to the late 19th and early 20th century Grand Portage village site. While its associated landscape and archeological features would be more broadly interpreted through wayside exhibits, no attempts would be made to reconstruct missing elements or remove remnant features, and archeological resources would be preserved

in situ. The site would continue to function as a picnic area and open space. Visitors would be able to enjoy interpretive programs and cultural demonstrations at the heritage center. The National Park Service would offer information and programming about commercial and subsistence fishing, canoe building and paddling programs, and historic small boats used at the site, such as bateaux and mackinaw boats.

Cost

The estimated cost for Alternative D would be more than \$12 million. See appendix C for assumptions made.

ALTERNATIVE E: THE PREFERRED ALTERNATIVE

Concept

Alternative E, a “hybrid” alternative, was developed with the use of a technique called “Choosing by Advantages,” in which various actions are weighted by how well they would protect cultural and natural resources, provide for visitor enjoyment, and improve the efficiency of operations, cost effectiveness, and environmental responsibility.

In this alternative, efforts would be made to integrate the national monument into the community with the development of a combined community / national monument gateway at the intersection of MN 61 and County Road 17. This would be an inviting landscaped, redesigned intersection that would welcome visitors to the community of Grand Portage, the national monument, and the Grand Portage Casino. Signs would effectively outline visitor choices in the community.

Once past the gateway, County Road 17 would be rerouted around Mount Rose to connect to BIA Route 2, as in Alter-

ALTERNATIVES

native C. A new year-round heritage center would be built, larger than that in Alternative B but smaller than in Alternatives C and D. The center would serve as an introduction to the national monument and would take modern functions out of the stockade. It would include exhibition space, educational materials, sales, and an introductory film. Its archival and library resource materials would be increased to meet public interest in Ojibwe and fur trade heritage. An Ojibwe cultural demonstration area in the heritage center (similar to that in alternative C) would help to explain the related but temporally more complex story of the Ojibwe heritage. All other modern intrusions on the landscape would be removed: the maintenance area, employee housing, and most roads.

Primitive Trail Zone

The primitive trail zone in Alternative E would encompass about 1.4% (9.8 acres) of the national monument. The zone would be minimally maintained for visitor safety and use but would continue to have a semblance of its historic appearance. There would be no new trails. Any interpretation of features in this zone would be carried out through brochures or interpretive NPS ranger talks at the stockade. Archeological features would be identified and protected. Wheeled or motorized access to this zone would be strictly limited.

The goal of the primitive trail zone would be to allow visitors to enjoy the experience of walking in the footsteps of the voyageurs. The portage would remain a fairly primitive trail with minimal interpretation at either end. In an effort to restore historic forest cover, maintain safety, and prevent dangerous levels of fuel loading, management practices in this zone could include selective use of prescribed fire, hand piling and burning of woody fuel, suppressing invasive exotic plants, removing hazard trees, and other manipulation of vegetation.

No attempt would be made to restore the prehistoric forest condition, but some areas might be targeted to improve the conditions and integrity of both natural and cultural resources.

Recreation Zone

The recreation zone would occupy about 0.2% (1.5 acres) of the national monument. The Fort Charlotte campsites would be upgraded to offer a primitive, yet more aesthetically pleasing, camping experience, but no new Fort Charlotte campsites would be added. The 0.5-mile Mount Rose trail, a relatively steep, paved walkway with switchbacks, handrails, and over-looks, would become a loop trail connecting to the new heritage center.

A brochure would be designed to give general information about the Grand Portage National Monument and its history to visitors coming by canoe out of the Boundary Waters Canoe Area. The brochure could also give logistical information needed by canoe travelers. Archeological resources would be protected in the recreation zone, which would retain its rugged character reminiscent of the historic period.

Resources Trust Zone

The resources trust zone would be primarily an “archeological data bank” — an area managed to protect unexcavated archeological resources. However, this zone would also be used to protect wetlands or areas containing rare species habitat. As such, its resources would be interpreted only indirectly, through brochures or NPS ranger talks. Although visitors would not be prohibited in this zone, there would be little reason for them to seek it out. No new trails would be developed in this zone. However, about 1,000 feet of trail extension would connect the new heritage center with the

Mount Rose trail. The resources trust zone would encompass about 94.9% (673.5 acres) of the national monument.

Historic Fort Charlotte would continue to be managed as an archeological landscape under Alternative E. Subsurface features would continue to be preserved in situ as a resource data bank. The only landscape feature is a historic stone monument commemorating the site. The maintenance focus would be mainly on keeping the site attractive and preserving it as part of the historic Voyageur Highway.

The objectives and methods of manipulating vegetation in the resources trust zone would be similar to those described for the primitive trail zone regarding removing dangerous fuels, suppressing invasive exotic plants, and restoring historic forest cover. However, little emphasis would be placed on removing hazard trees and trail obstructions.

Maintenance / Park Operations Zone

There would be no maintenance / park operations zone because all such facilities would be constructed outside the national monument boundaries. The maintenance area would be a combined facility of the national monument and the Grand Portage Band, which would be built on Band lands just outside the national monument boundaries. The shared facilities would be designed to meet the unique needs of both entities, such as covered vehicle storage, office space, service bays, shops, and materials storage (boneyard).

In this alternative, staff size would grow because of the increase in services and infrastructure. Further, because rental housing is scarce and expensive, housing for seasonal and permanent staff would be leased or constructed outside the national monument boundary, on lands owned by the Grand Portage Band.

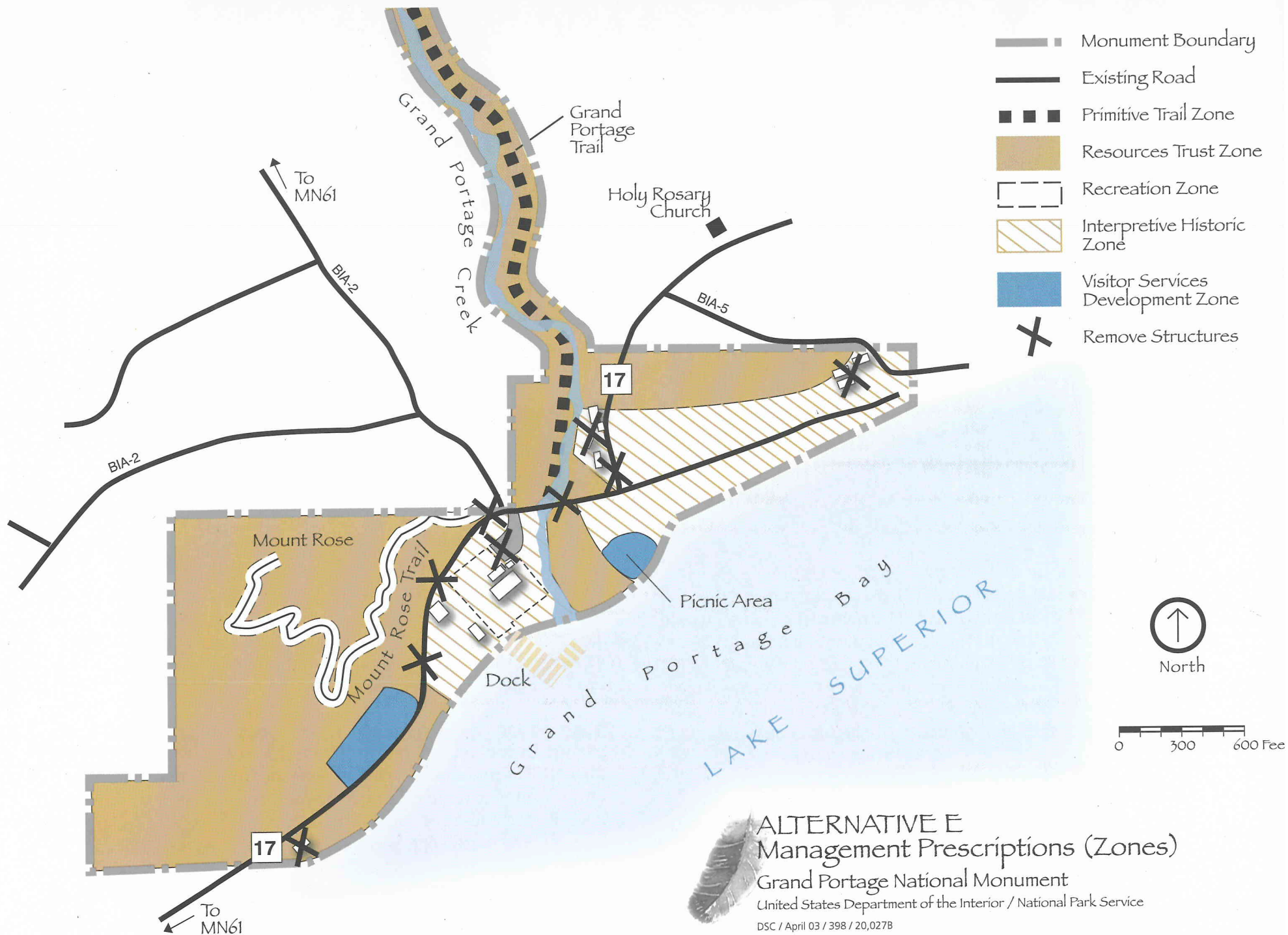
Visitor Services and Development Zone

The gateway to the community of Grand Portage at the intersection of MN 61 and County Road 17, which would be developed by the National Park Service and the Grand Portage Band, would introduce visitors to the community of Grand Portage, Grand Portage National Monument, and the Grand Portage Casino. The existing County Road 17 within the monument would become a national monument road to a new Grand Portage heritage center at the current Isle Royale parking area. The road beyond the parking area would be removed. On the east side of the national monument, County Road 17 would be connected to BIA Route 2 via a bridge over Grand Portage Creek and the historic portage. Together, these changes would remove through-traffic from the national monument, improving visitor safety and removing a modern intrusion from the landscape.

The asphalt road surface beyond the Isle Royale parking area would be removed, leaving a universally accessible surface of mixed soil and gravel. The road could be narrowed to approximately 12 feet to the permit passage of monument vehicles. The road edge would be planted with native grasses and forbs as part of the overall rehabilitation of the landscape north of the stockade.

The new year-round heritage center, which would be phased to eventually include headquarters, would become the entry point for national monument visitors. This facility would embody the entire visitor experience during winter. In summer it would be used for fee collection, visitor orientation, a museum, and a sales facility, with visitors quickly moving on to the stockade.

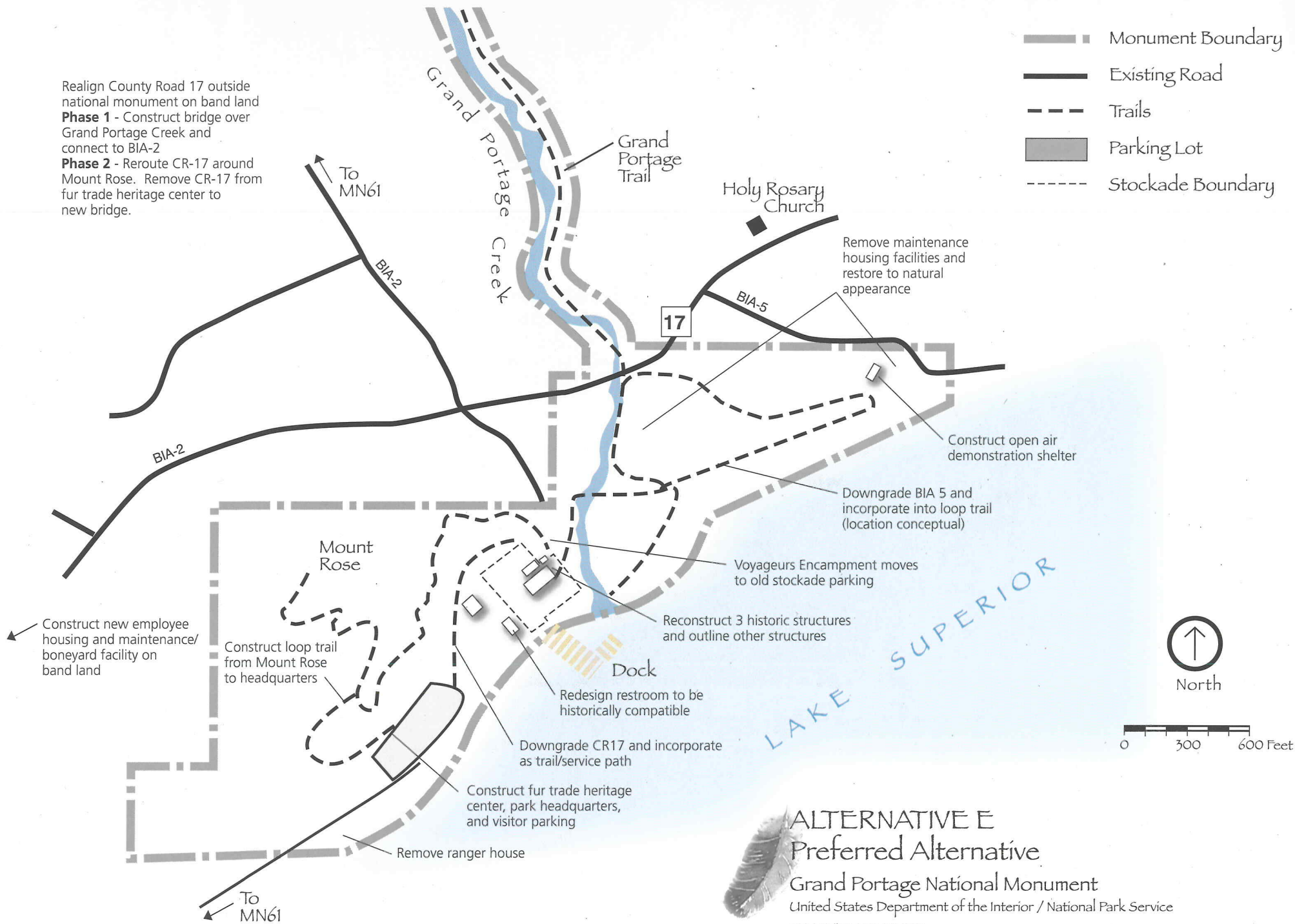
Ojibwe crafts and cultural demonstrations would be offered in the new heritage center.



Realign County Road 17 outside national monument on band land

Phase 1 - Construct bridge over Grand Portage Creek and connect to BIA-2

Phase 2 - Reroute CR-17 around Mount Rose. Remove CR-17 from fur trade heritage center to new bridge.

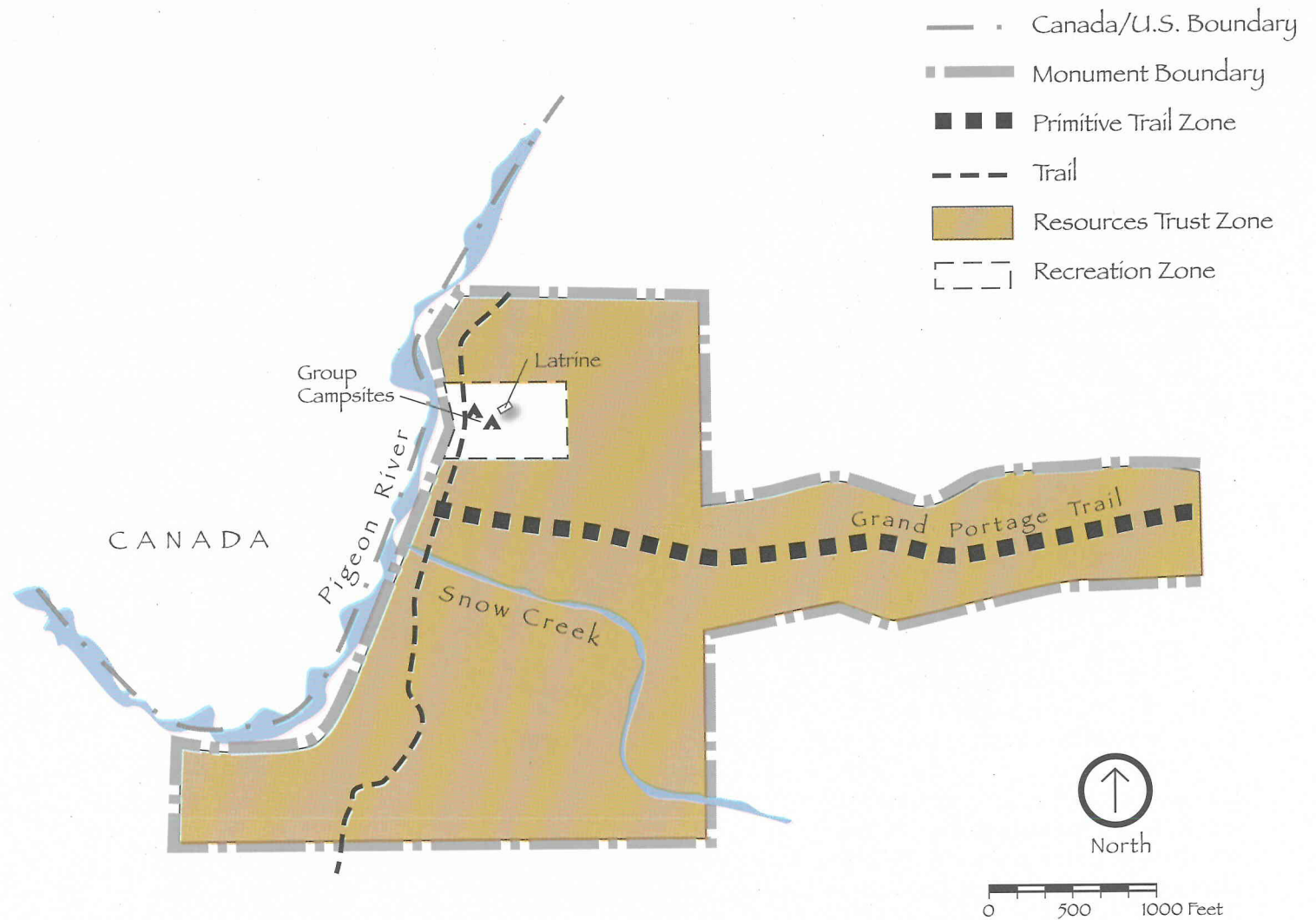


ALTERNATIVE E Preferred Alternative

Grand Portage National Monument

United States Department of the Interior / National Park Service

DSC / April 03 / 398 / 20,028A




ALTERNATIVES A THROUGH E
Management Prescriptions (Zones)
 Fort Charlotte, Grand Portage National Monument
 United States Department of the Interior / National Park Service
 DSC/ Feb 01 / 398 / 20018

The Isle Royale ferry operation would be moved offsite. The visitor services and development zone would occupy about 5.1 acres (0.7 %) of the national monument.

Interpretive Historic Zone

The interpretive historic zone, which would comprise the stockade and its immediate surroundings, would occupy 2.8% (20.1 acres) of the national monument. Efforts in this zone would focus on improving the historic accuracy of the stockade interior and setting to better represent its character during the fur trade era.

Three new structures would be constructed in the stockade area, and all other known structures would be outlined on the ground. The new structures would be used for interpretation and exhibitions, increasing the ability of monument staff to tell a more exciting and comprehensive story. Visitors would enter through the lake entrance. To improve access to the area, the voyageur encampment would be moved from the west side of the stockade to the former parking area at the north gate. The siding on the restroom/generator facility would be replaced to be more visually congruent with the historic setting.

Replicated small craft from the fur trade era, including bateaux, mackinaw boats, and canoes, would be exhibited near the dock or in the stockade. The National Park Service would offer information and programs about commercial and subsistence fishing, canoe building and paddling, and historic small boats used at the site.

The NPS ranger quarters at the west entrance would be removed and rebuilt nearby on land owned by the Grand Portage Band. The Isle Royale ferry operation and parking would be moved to an undetermined location outside the national monu-

ment boundary. The current parking area would become the location for the heritage center, as in Alternative B.

All structures in the existing maintenance / employee housing area would be removed so that the portage trail, which also would become a portion of a loop trail connecting with the stockade and the 20th century Ojibwe village site, could be restored to a semblance of its historic appearance. To more closely approximate the conditions during the fur trade era, vegetation management, trail maintenance, and interpretive media would be upgraded to better interpret the trail's significance and provide universal access. Wayside exhibits would be added to the village site to interpret the remnant landscape features such as historic plant cultivars, the CCC bridge and pine grove, and numerous archeological resources. All above-ground and archeological features would be protected through a program of active maintenance.

The CCC stone bridge would remain as a walkway. The bone-yard road (old BIA Route 5) would be downgraded to a pathway, yet it would accommodate NPS vehicles and meet accessibility requirements.

An interpretive kiosk that would be constructed along the loop trail would be a focal point for a walking tour and for interpreting the Ojibwe village. Besides offering interpretive information, it would be a seasonal area for demonstrations of Ojibwe crafts and interpretive talks about Ojibwe heritage.

The objectives and methods of manipulating vegetation in the interpretive historic zone would be similar to those described for the primitive trail zone, but greater emphasis would be placed on suppressing invasive exotic plants, removing hazard trees, dangerous fuels, and trail obstructions, and restoring historic forest cover. Rather than attempting a full restoration of the historic landscape of the Lake Superior shoreline to a specific period, the existing landscape would be treated and

ALTERNATIVES

interpreted as part of the site's continuum of history. The interpretive historic zone would retain its beauty and wild appearance and a semblance of its historical character.

Cost

The estimated cost of Alternative E would be more than \$13.1 million. See appendix C for assumptions made.

ENVIRONMENTALLY PREFERABLE ALTERNATIVE

The environmentally preferable alternative is defined by the Council on Environmental Quality as follows:

... the alternative that will promote the national environmental policy as expressed in § 101 of the National Environmental Policy Act ...

Section 101 of NEPA expresses the policy as follows:

It is the continuing responsibility of the Federal Government to ...

- (1) fulfill the responsibilities of each generation as trustee of the environment for succeeding generations;
- (2) assure for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings;
- (3) attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences;
- (4) preserve important historic, cultural, and natural aspects of our national heritage, and maintain, wherever possible, an environment which supports diversity and variety of individual choice;
- (5) achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities, and

- (6) enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

The environmentally preferable alternative in the *General Management Plan / Environmental Impact Statement* for Grand Portage National Monument is Alternative E, the alternative preferred by the National Park Service. Of all the alternatives considered, Alternative E best satisfies the six environmental goals at a relatively high level. Building a heritage center, rerouting County Road 17, improving the cultural landscape, improving visitor services and education efforts, and potentially providing three reconstructions would enable the staff of the national monument to better tell the Grand Portage story, support and conserve Ojibwe heritage, and better protect the monument's resources. These actions would satisfy goals 1, 2, 3, 4, and 5.

Removing the road crossing would make the visitor experience safer, satisfying goal 2. Providing additional amenities and high standards of historical interpretation and site orientation would improve the quality of the visitor experience. Of all the alternatives, Alternative E would expose visitors to the most detailed and integrated presentation of the Grand Portage story; thus, goals 1 and 4 would be achieved.

Enlisting the participation of the Grand Portage Band of Ojibwe as an active partner in the monument would ensure that the monument's and Band's stories would be preserved and that there would be culturally pleasing surroundings for visitors, fulfilling goals 1 and 2. Although some resource impacts would result from constructing the bridge, road, and heritage center, Alternative E would improve the cultural landscape and protect green space, fulfilling goals 4 and 5.

Alternative A, the no-action alternative, would not achieve the national goals as completely as would the action alternatives because beneficial effects would not be realized and existing

adverse impacts would not be remedied. The protection of cultural and natural resources, as articulated under national goals 1, 2, and 4, would be at a lower level than in Alternative E, in which actions would be taken to improve and restore the cultural landscape, address the problem high loading of forest fuels, and restore more of the landscape's natural appearance.

Alternative A would not encompass as wide a range of beneficial uses as Alternative E (goal 3), support as great a variety of individual choices as Alternative E (goal 4), or achieve as full a balance between population and resource uses as Alternative E (goal 5). Alternative E would achieve these goals better through increased visitor services, improved educational and interpretive programs, and the construction of the heritage center and the possible reconstruction of three historic structures. In addition, Alternative E would address concerns about visitor safety on County Road 17 as would not be done under Alternative A; therefore, national goal 2 would not be met as well by Alternative A as by Alternative E.

Like Alternative E, Alternative B would improve the visitor experience through the addition of the heritage center, the possible reconstruction of historic structures, and the improvement of interpretation for visitors. Both alternatives also would improve visitor safety through the realignment of County Road 17, and both would protect and enhance the cultural landscape of the monument. However, through its emphasis on the maritime nature of the site, Alternative B would not offer as well-rounded and wholistic a story to visitors as would Alternative E; thus, it would not satisfy national goals 1 and 4 as well. In addition, Alternative B, with possible dredging for the reconstruction of a wharf in Lake Superior, could result in a few more resource impacts than Alternative E, and thus it would not be as likely to fulfill national goals 1, 2, 3, and 4 as well as Alternative E.

Alternatives C and E would be similar in improving the visitor experience through the development of a heritage center, the possible reconstruction of historic structures, and the improvement of interpretation for visitors. Both alternatives also would improve visitor safety through the realignment of County Road 17, and both would protect and enhance the monument's cultural landscape. However, Alternative C would result in a few more resource impacts than would Alternative E because a new parking area would be built at the new heritage center location; thus, Alternative C would not satisfy national goals 1, 2, 3, and 4 as well as would Alternative E.

In addition, the visitor experience in Alternative C would not be as favorable as in Alternative E because more driving would be necessary for visitors to get to the site under Alternative C, directions to the site might be more confusing, and access to the Mount Rose trail would not be as convenient as in Alternative E. In this way, Alternative C would not satisfy national goals 2, 4, and 5 as well as would Alternative E.

Like the other action alternatives, Alternatives D and E both would improve the visitor experience through the development of a heritage center, the possible reconstruction of historic structures, and the improvement of interpretation for visitors. Both would improve visitor safety through the realignment of roads, and would protect and enhance the monument's cultural landscape. The resource impacts from facility construction and improvements would be about the same for both alternatives, but the specific nature and location of the impacts would be different in the two alternatives. By not including the reconstruction of historic structures, Alternative D would not enhance the cultural landscape in the stockade; thus, it would not fulfill national goals 3, 4, and 5, as well as would Alternative E.

The visitor experience under Alternative D would not be as favorable as in Alternative E — there would not be an

ALTERNATIVES

interpretive loop trail; more driving would be necessary for visitors to reach the site; directions to the site might be more confusing; and access to the Mount Rose trail would not be as convenient as in Alternative E. Thus, Alternative D would not satisfy national goals 2, 4, and 5 as well as Alternative E.

Alternative E would include the rerouting of the Mile Creek Road away from the stockade, resulting in a great improvement of the site's historical character and a dramatic improvement in visitor safety. The rerouting of this road would fulfill goals 1, 2, 3, 4, and 5 better than in the other alternatives.

DETERMINING THE PREFERRED ALTERNATIVE

All alternatives would preserve and protect the cultural and natural resources of Grand Portage National Monument for future generations. The differences lie in the level of development proposed, the level of impact on the historic scene, and the level and breadth of site interpretation that could be carried out in each alternative.

Alternative A would not include any development, nor would there be any actions that would change the scene either by making it more like the historic landscape or by adversely affecting the remaining significant landscape features. This alternative would have the least ability to tell a comprehensive interpretive story because it would not have the facilities for such interpretation and would be only a seasonal operation. The National Park Service does not consider this no-action alternative acceptable because it would leave inadequate administrative/operations facilities in place and would not offer the desired level of visitor safety, interpretation, and education.

Alternative B, "Fur Trade with Maritime Emphasis," proposes a moderate level of development (new heritage center and parking); other facilities not related to visitor experience or

interpretation (maintenance, NPS ranger station, NPS ranger house) would be removed. Although County Road 17 would remain an intrusion, the site otherwise would be returned to a more authentic period appearance, and the bulk of the interpretive experience would be focused on the fur trade. This alternative would involve keeping the national monument open only seven months per year. Alternative B was not designated the preferred alternative because it would leave County Road 17 as a safety concern in the national monument, because it would not include as comprehensive an interpretive story as other alternatives, and because the proposed reconstruction of the *Otter* would dramatically increase staffing and maintenance costs, albeit substantially increasing visitation.

Alternative C, "Fur Trade and Ojibwe Heritage," would remove all administrative/operations facilities from national monument lands and would include a two-phased removal of County Road 17 from within the national monument. Limited restoration of the historic scene would be carried out. This alternative would offer a more balanced interpretation between fur trade and Ojibwe heritage by upgrading the exhibits and programs within and around the stockade and providing a new facility focusing on the Ojibwe. The national monument would be open year-round, although the stockade would be open only seven months. New visibility for the national monument would result from the creation of a fur trade heritage center north of the intersection of MN 61 and County Road 17. Alternative C was not designated as the preferred alternative because it would require two widely separated and redundant parking lots, one at the heritage center on MN 61 and one onsite. In addition, the heritage center site might not be agreeable to the Grand Portage Band.

Under Alternative D, "Heritage Center Focus," all administrative/operations facilities would be moved off the national monument, and County Road 17 would be removed from the CCC bridge north, leaving the segment from the national

monument boundary on the west to the CCC bridge. The landscape would not change significantly, and the stockade would change relatively little. The new fur trade and Ojibwe heritage center would become the main focus of interpretation and remain open year-round. This alternative was not designated as the preferred alternative because it would not have solved the safety concern of visitors crossing County Road 17 and because the heritage center would have drained much of the interpretive excitement from the stockade. As with Alternative C, the heritage center in Alternative D might not be agreeable to the Grand Portage Band.

Following the development of Alternatives A through D, the team, using the “Choosing by Advantages” technique, developed a new alternative (E) to try to “capture” some of the advantages identified in the four alternatives so that the new alternative would be the best overall alternative.

Under Alternative E, the preferred alternative, a fur trade and Ojibwe heritage center would be added on national monument lands, but all other administrative/operations facilities would be offsite. A gateway would be created at the intersection of MN 61 and County Road 17 to serve as an inviting entry to the national monument, the Band Casino and Lodge, and the community of Grand Portage. County Road 17 would be removed from the national monument, but the landscape of the site would be left to reflect its evolution to the present. Inside and immediately surrounding the stockade, several structures would be reconstructed. Interpretation would be expanded during a seven-month season, but the heritage center would remain open year round. This alternative would offer the most interpretation of any of the alternatives.

MITIGATION

All actions proposed within this plan would be evaluated by the Minnesota State Historic Preservation Officer to ensure

that appropriate mitigation of impacts was designed and undertaken to minimize loss of, or damage to, cultural resources. Monument staff would continue to develop inventories for and oversee research about Grand Portage’s cultural resources. These resources would be managed according to federal regulations and National Park Service guidelines.

A number of archeological reports have been completed that cover work done within the stockade before ground-disturbing activities. However, a complete 100% archeological survey and evaluation of the national monument has not been undertaken. Until such a survey could be accomplished, archeological expertise would be sought before ground disturbance to determine the appropriate level of mitigation necessary.

A cultural landscape inventory has been completed for Grand Portage National Monument, and a full cultural landscape report is planned. A cultural landscape report would use the data from the inventory to analyze the site, explain the appearance of the landscape over the years, and make recommendations for treatment in keeping with the historic character of the national monument. Until that report can be completed, the national monument staff will work closely with landscape architects from the Midwest Regional Office to ensure that their actions do not diminish the importance of the existing landscape.

The management of exotic (nonnative) species would be undertaken to the extent practicable and feasible. This would be accomplished through various methods, including pulling, burning, and mowing. Such management would be guided by the National Park Service *Management Policies* and other applicable laws and guidance and by the cultural landscape report. Also important to this effort would be consultation and partnership with the Grand Portage Band to coordinate efforts.

ALTERNATIVES

National Park Service staff would apply ecological principles to ensure that natural resources are maintained and not impaired. The staff would continue to inventory and monitor the monument's natural resources to avoid or minimize impacts resulting from future development. They would manage fire and other techniques to restore ecosystem integrity and use integrated pest management procedures when necessary to control nonnative organisms or other pests. Habitats for threatened and endangered species would also be conserved and restored.

The national monument staff would apply mitigation techniques to minimize the impacts of construction and other activities on the monument's resources. Facilities would be built in previously disturbed areas or in carefully selected sites with as small a construction footprint as possible. To prevent soil erosion, which can degrade water quality, best management practices such as thorough design analysis, the use of soil retention structures, and prompt revegetation would be applied to all disturbed sites associated with construction activities.

The national monument's resource management plan would be regularly updated to prioritize actions needed to protect, manage, and study the monument's cultural and natural resources. Areas used by visitors would be monitored for signs of the disturbance of native vegetation, trampling, trail erosion, or the development of social trails.

ACTIONS CONSIDERED BUT NOT ADDRESSED IN THIS PLAN

As is described in the "Consultation and Coordination" chapter, the identification of actions and development of alternatives for this plan evolved through a series of meetings and other opportunities for public input. However, not all the issues raised by the public are included in this plan. The issues that were raised by the public but have not been addressed in

this plan are discussed in this section, along with the rationale for why each was not included.

As the National Park Service learned more about what concerned people, the alternatives were modified to address the public's concerns more effectively. Some management actions that had been proposed earlier were eliminated from further consideration. Some early proposals were unreasonable ideas, some would have been unreasonably expensive, and some were not technically or logistically implementable. Some proposals would have been inconsistent with carefully considered, up-to-date statements of purpose and significance or management objectives.

Some proposed actions, although seemingly reasonable, would have had severe environmental impacts or would have been undesirable to an outside neighbor. Other issues raised by the public were not considered because (a) they were not feasible; (b) they had already been prescribed by law, regulation, or policy; or (c) they would have violated existing laws, regulations, or policies. Such issues are briefly described below, as is the basis for excluding each from this plan.

Fee Collection

Fee collection is mandated by law, and the superintendent of the national monument chooses how fees are collected; hence, fee collection is not a general management plan issue.

Alternative Access to Fort Charlotte

Some visitors who would like to trek the portage and see the Fort Charlotte site are physically unable to do so because of the long hike and terrain. An alternative means of access was suggested. This alternative was dismissed from further consideration because such access would have been entirely on

land owned by the Grand Portage Band, and their approval and adherence to their land use ordinance would have been required. Adding such access would have necessitated potential Band or public funding sources outside of the National Park Service. The national monument was wary of opening up access to Fort Charlotte without the likelihood of having the additional staff and funding necessary to make this suggested action feasible. In addition, providing vehicle access to Fort Charlotte would have been inconsistent with the desired primitive recreational experience the National Park Service would like to provide at this site.

Reconstructing Fort Charlotte

The idea of reconstructing Fort Charlotte was dismissed from further consideration for several reasons. Virtually all commenters agreed that greater emphasis should be placed on adding more facilities at the stockade area before any development at Fort Charlotte. Considerable expenditures for initial development and maintenance would have been necessary. Reconstructing buildings to replace the archeological site would have resulted in considerable impacts. Because the site is difficult to reach, a low number of visitors would have been expected to visit Fort Charlotte. Additional staff would have been required, or staff would have had to be removed from the lakeshore stockade on a daily basis to interpret Fort Charlotte and ensure its protection. Pressure to make the location more accessible probably would have been forthcoming from visitors physically unable to make the journey up the portage.

Snowmobile/ ATV Access

Members of the Minnesota Chippewa Tribe may cross the monument on snowmobiles and ATVs at designated crossing locations. The national monument devised the crossing locations to honor section 7 of the enabling legislation, Public Law (PL) 85-910, in which “. . . members of the Minnesota Chippewa Tribe shall not be denied the privilege of traversing the area included within the Grand Portage National Monument.” Snowmobile and ATV access by tribal members is subject to reasonable regulation by the superintendent to ensure that no substantive resource degradation occurs. The National Park Service discourages any additional snowmobile uses, which would erode the historic values or protections for which the monument was created. Snowmobiles and ATVs driven by persons other than members of the Minnesota Chippewa Tribe can “cross” the monument on existing BIA or Cook County roadways. Currently, the amount of snowmobile use is low.

The state of Minnesota has for many years sought to build a snowmobile trail from Duluth across the monument to the international border crossing, linking with a proposed Canadian snowmobile trail to Thunder Bay. However, the monument manages the 8.5 mile portage as a historic trail on which motorized vehicular traffic is not allowed. The state of Minnesota has recently suspended interest in putting through the snowmobile trail.

The Grand Portage Band has renewed interest in providing a snowmobile trail from Thunder Bay to their Lodge and Casino. The trail is planned to cross the Portage at Old Highway 61, a public road and easement not owned by the national monument.

Rationale for the Grand Portage Heritage Center with Administrative Headquarters and Visitor Services

Visiting Grand Portage

The Grand Portage story, an exciting tale of exploration and cultural encounters, spans continents, extending from American Indian villages to the courts of Europe. Its meaning is critical to our national story, the story of how we came to be Americans. Visitors to Grand Portage National Monument are rewarded with beautiful reconstructed fur trade buildings, a skilled interpretive staff, a scenic lakeside setting, and an engaging encounter with both past lifeways and a living culture.

It is a fascinating, living story with no ending. Yet for many park visitors, it appears to be a story with no beginning. Forty-two years after the monument was created, the facilities still are essentially "underdeveloped." For example, only a decrepit ranger station greets visitors, so the starting point is a puzzle. It is unclear where to go or what the national monument offers. The parking lot is cramped and poorly accessible for recreational vehicles. Distant, unheated restrooms are difficult to get into for elderly visitors or those with disabilities. Basic visitor orientation and services are scattered among several areas, all of which are difficult to get to, not available in all seasons, and sometimes not staffed. Some visitors leave confused and disappointed.

A Missing Facility — and the Solution

A thoughtful solution was recognized 40 years ago and remains sorely needed today — a consolidated, full service National Park Service heritage center combining visitor amenities, interpretation, and administrative functions. Design work that was begun on this heritage center in 1990 is still appropriate. The planned heritage center would offer critical year-round services such as enlarged parking, visitor orientation, restrooms accessible for people with disabilities, and a first aid station. The center also would offer an array of other services that now are poorly addressed or available only seasonally: an orientation film, book and gift sales, museum exhibits, Ojibwe craft demonstrations, a library and archives, an auditorium/meeting area, access to administrative services and NPS staff, and museum collection storage.

Efficiency and Visitor Services

With the eventual consolidation of scattered services and staff into one facility, the national monument would gain in both efficiency and effectiveness. Government time and money now spent in staffing, equipping, maintaining, heating, and commuting between facilities would be saved. Visitors would have access to a single well-equipped, well-staffed state-of-the-art destination for all services. No longer would a visitor's first impression be of cramped parking, distant and uncomfortable restrooms, and poorly

accessible, understaffed temporary facilities. With a full orientation to the site, each visitor would be prepared to enter a reconstructed 18th century community, encounter unusual people and stories, and understand the complex nature of European-American / Native American relationships.

Growth Potential

Grand Portage National Monument is located in a vacation destination area for Midwesterners. Its visitation has grown from 46,000 in 1986 to 81,000 in 2001, and the potential for future growth is excellent. Each year 700,000 southbound travelers pass the monument on Minnesota Highway 61, a highway used annually by up to 3.7 million northbound travelers. This highway was named an All-American Road (a national scenic byway) in 2002, which probably will increase its use by tourists. An attractive, modern visitor service facility in this area would have excellent growth potential for visitation.

Visitor Understanding

The heart of the Grand Portage interpretive experience is the area of the reconstructed historic buildings, the encampment, and the Ojibwe village. Interpreters in period dress conduct portrayals of life and activities during the 18th century fur trade. Appropriate orientation is required with this interpretive technique before visitors enter the reconstructed site. At present, visitors often enter the reconstructed buildings without knowing what period they represent, who built them, their purpose, or why they were here.

The reconstructions were designed to present part of the Grand Portage story, not the entire visitor experience. Many important interpretive themes — the culture of historical and contemporary Native Americans, Grand Portage's role in international exploration, and the site's archeological findings — are not well supported by monument facilities and resources. These themes require other interpretive media that cannot be placed in a reconstructed historical setting. For example, films, computerized exhibits, and museum displays of objects and graphics intrude inappropriately on a historical setting, and the necessary levels of security and environmental controls cannot be provided.

Improved Services and Access

The national monument's library, archival, and museum collection are a vital resource, but current access to them is poor. Most archeological artifacts collected from the site are hundreds of miles away and inaccessible to visitors. An important component of a Grand Portage visitor center would be a research library/archives and museum collection storage, where the monu —

ment's collection of 117,000 objects, documents, and photographs could be viewed and studied. Together with a multifunctional auditorium/meeting room, an Ojibwe cultural demonstration area, a bookstore, and exhibit galleries, the facility would be a heritage center for visitors and Grand Portage community members alike. It also would be a location for interpretation for visitors as well as for special events, conferences, workshops, and individual study, dedicated to the heritage of Grand Portage: its native culture, its fur trade history and archeology, and its natural resources.

Operational Effectiveness

The staff of the national monument is divided between the headquarters at Grand Marais and the lands within the national monument boundaries. The Grand Portage Band of Minnesota Chippewa (Ojibwe) helps to manage the national monument through an Indian Self-Governance Act agreement. Daily communication between the Band and monument management is reduced by the lack of face-to-face contact. A headquarters facility in Grand Portage could increase communication, partnerships, and problem solving with the Grand Portage Band, the primary partner of the monument. Having the staff and the facilities in separate locations precludes efficient and flexible management. Because the staff is small, management needs a quick method of backup for onsite personnel during periods of high visitation, employee absence, or emergencies. A headquarters facility within the Grand

Portage boundaries would make everyday management and operation smoother and more efficient by giving staff immediate access to park management, backup staff, and other resources. Providing a headquarters facility in Grand Portage may have to be phased after the construction of a heritage center.

Fulfilling a Promise

Most important of all, aside from providing for more efficient park operations and more effective visitor services, the heritage center would fulfill the spirit of the agreement between the Grand Portage Ojibwe and the National Park Service when the site became Grand Portage National Monument. A promise was made in the 1950s to the Grand Portage Ojibwe, who donated approximately half of the acreage of the site, that there would soon be "a new visitor center incorporating offices, a small museum, and a library."

TABLE 4: COMPARISON OF ALTERNATIVES

ALTERNATIVE A: NO ACTION	ALTERNATIVE B: FUR TRADE WITH MARITIME EMPHASIS	ALTERNATIVE C: FUR TRADE AND OJIBWE HERITAGE	ALTERNATIVE D: HERITAGE CENTER FOCUS	ALTERNATIVE E: PREFERRED PROPOSAL
Headquarters would remain in Grand Marais.	Headquarters onsite or nearby and separate from heritage center.	Headquarters / heritage center on MN 61 in Grand Portage.	Headquarters / heritage center on MN 61 in Grand Portage.	Headquarters / heritage Center on Isle Royale former parking area.
No heritage center; limited seasonal operation; visitor orientation to site would be personnel-dependent.	Heritage center onsite and separate from headquarters; 7-month operation at Isle Royale former parking area; expanded curation/exhibits and visitor orientation.	Heritage center / headquarters on MN 61 in Grand Portage, open year-round; expanded curation/exhibits and visitor orientation.	Same as Alternative C.	Heritage center / headquarters on former Isle Royale parking area, open year-round; expanded curation/exhibits and visitor orientation.
Seasonal/employee housing would remain in maintenance area.	Seasonal/employee housing relocated south of Reservation.	Seasonal/employee housing relocated on Grand Portage Band lands just outside the national monument.	Same as Alternative C.	Same as Alternative C.
Ranger house would remain.	Ranger house removed; new housing constructed south of Reservation.	NPS ranger house removed; NPS ranger housed in new housing just outside the national monument.	Ranger house would remain.	Same as Alternative C.
No road realignment; CCC bridge would remain in use.	Segment of County Road 17 realigned slightly upslope from canoe warehouse to NPS ranger house so that heritage center could be placed on the lakeshore side of County Road 17; use of CCC bridge would continue.	Two-phase road realignment: (1) BIA 2 realigned to connect with County Road 17 east across Grand Portage Creek, (2) County Road 17 west of national monument realigned to connect with BIA 2; CCC bridge retained but used for trail and monument maintenance.	BIA 2 realigned to connect with County Road 17 across Grand Portage Creek; CCC bridge retained but used for trail and monument maintenance.	Three phase road realignment: (1) gateway to monument and community created to offer a sense of arrival (2) BIA 2 realigned to connect with County Road 17 east across Grand Portage Creek, (3) County Road 17 west of national monument realigned to connect with BIA 2; CCC bridge retained but used for trail and monument maintenance, as in Alternative C.

